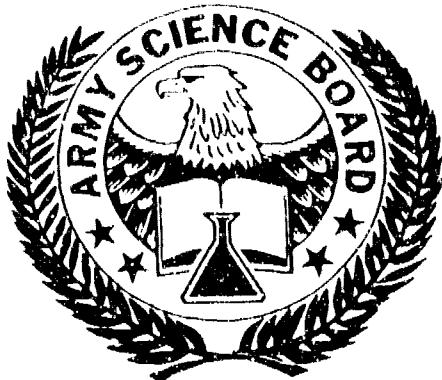


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DEPARTMENT OF THE ARMY  
**ASSISTANT SECRETARY OF THE ARMY**  
RESEARCH, DEVELOPMENT AND ACQUISITION  
WASHINGTON, D.C. 20310-0103

**THE ARMY SCIENCE BOARD**  
**FINAL REPORT**

**THE ARMY COMMUNITY AND  
THEIR FAMILIES**

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**MAY 1989**

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~~UNCLASSIFIED~~  
SECURITY CLASSIFICATION OF THIS PAGE (When Data Entered)

REPORT DOCUMENTATION PAGE		READ INSTRUCTIONS BEFORE COMPLETING FORM
1. REPORT NUMBER	2. GOVT ACCESSION NO.	3. RECIPIENT'S CATALOG NUMBER
4. TITLE (and Subtitle) Army Science Board, Report of the Ad Hoc Subgroup on the Army Community and Their Families		5. TYPE OF REPORT & PERIOD COVERED Final Report 13 Jul 88-May 89
7. AUTHOR(s) Dr. Barbara Pate Glacel, Mr. William M. Brogan, GEN Leonard F. Chapman, Jr. (USMC, Ret) Ms. Legree S. Daniels, (continued on reverse)		6. PERFORMING ORG. REPORT NUMBER
9. PERFORMING ORGANIZATION NAME AND ADDRESS Army Science Board, Office Secretary of the Army (Research, Development and Acquisition) Washington, D.C. 20310-0103		8. CONTRACT OR GRANT NUMBER(s)
11. CONTROLLING OFFICE NAME AND ADDRESS Office, Assistant Secretary of the Army (Research, Development and Acquisition) Washington, D.C. 20310-0103		10. PROGRAM ELEMENT, PROJECT, TASK AREA & WORK UNIT NUMBERS
14. MONITORING AGENCY NAME & ADDRESS (if different from Controlling Office) HODA ATTN: DAPE-ZYC Washington, D.C. 20310-0300		12. REPORT DATE May 89
16. DISTRIBUTION STATEMENT (of this Report) Approved for public release; distribution unlimited.		13. NUMBER OF PAGES
17. DISTRIBUTION STATEMENT (of the abstract entered in Block 20, if different from Report)		18. SECURITY CLASS. (of this report) Unclassified
19. KEY WORDS (Continue on reverse side if necessary and identify by block number) Army Families      Readiness      Medical Care Families Overseas      Retention      Child Care Quality of Life      Leadership Development      Relocation Assistance MRW Programs      Family Stress      Dependent Education		20. ABSTRACT (Continue on reverse side if necessary and identify by block number) This report addresses the findings, conclusions and recommendations of the Army Science Board Ad Hoc Subgroup on the Army Community and Their Families. The study focuses on Army quality of life programs and their linkage with soldier retention and unit readiness. The panel recommends: greater soldier and family stability; targeting of resources overseas to meet critical housing, medical, child care and dependent education needs; revision of leader training in Army school; implementation of several child care initiatives; expanded cooperative efforts with the civilian community; and additional family programs research.

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# **ARMY SCIENCE BOARD**

**REPORT OF THE AD HOC SUBGROUP**

**ON**

## **THE ARMY COMMUNITY AND THEIR FAMILIES**

**MAY 1989**

**STUDY SPONSOR:**

**LTG ALLEN K. ONO  
DEPUTY CHIEF OF STAFF FOR PERSONNEL  
UNITED STATES ARMY**

## EXECUTIVE SUMMARY

The welfare of Army families is a **LEADERSHIP** and **TRAINING** issue vital to mission success.

The basic human needs of safety, shelter, clothing, health care and food are not merely desirable--they are prerequisites for even minimal performance on the part of our soldiers.

The Army Science Board Ad Hoc Panel on the Army Community and Their Families found that, in some cases, these basic needs are not being met. From empirical research findings and in the course of visiting Army posts in the United States and Europe, the Panel found some Army families living in substandard conditions, without adequate transportation, occasionally on public welfare programs, such as food stamps, and not receiving minimal medical care.

In interviews with soldiers and spouses, the Panel also found that the Army is taking very seriously the training and education of soldiers and families to use the services and facilities provided through its various quality of life programs. At the same time, the Army is emphasizing that soldiers and families manage their own affairs responsibly. This produces an amazing increase in their ability to cope with the challenges of military life after only one or two years in the Army.

The Panel demonstrated through its findings that while the Army should not be overly paternalistic or charity oriented, the business of the Army cannot be accomplished without attention to soldier and family well-being.

Significant findings of the Panel are:

-- Unit readiness and soldier retention are significantly enhanced by a strong, supportive family and degraded by family stress or concerns about family welfare.

-- Unit leaders at all levels are key to successful implementation of family and quality of life programs. Among unit leaders, NCOs reported spending the greatest percentage of time

handling family-related problems; however, this group was least familiar with the many programs and services available to assist soldiers and family members.

-- The overlapping demands of being both soldiers and parents are often in conflict. The Army provides quality child care, but not in sufficient quantity or at a reasonable cost.

-- A major dilemma for the Army today is the role of single parents and their ability to be self-sufficient and still meet the Army's mission requirements.

-- Policies exist within the Army that permit differential treatment of various categories of soldiers (e.g., single soldiers, married soldiers and single parent soldiers). Unit leaders do not understand in many cases the rationale for these inequities and therefore cannot explain them to their soldiers.

-- Medical care is insufficient to meet all the needs of Army families. Army medical facilities are overburdened. Soldiers don't know how to use effectively the CHAMPUS system. Family members seem satisfied with PRIMUS centers; however, problems are being encountered with the acceptability by the military of some PRIMUS medical reports and forms.

-- In the United States, quality of life and access to services is available from the civilian community if not from the Army community. In overseas locations, the Army must provide the preponderance of services necessary to maintaining an acceptable quality of life. Crucial overseas needs are housing, medical, child care, and dependent education.

-- Unit commanders at all levels reported that the presence of a soldier's family members in overseas commands has a favorable impact on unit readiness and morale.

**Major Panel recommendations are:**

-- That additional research be conducted into the interaction of units and families to determine the impact they have on readiness.

-- That curricula in Leader Development courses, particularly training for NCOs, be revised to provide additional focus on soldier and family needs and counseling techniques.

- That a wide-range of initiatives be implemented to improve the availability and affordability of child care.
- That the Army seek statutory authority to permit soldier's child care expenses to be paid directly by the Finance Center as an offset to his or her base pay, thereby providing a significant tax advantage and in turn reducing the financial burden of child care on soldiers.
- That the Army greatly expand cooperative efforts with private activities and service organizations in local communities.
- That resources to support soldiers and families overseas be targeted at improving the critical needs in housing, medical, child care and dependent schools.
- That every effort be made to increase standard tour lengths and minimize required number of soldier and family relocations.

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## **PURPOSE AND TERMS OF REFERENCE**

### **Purpose:**

To provide the Army leadership with study findings and recommendations to improve the focus of efforts on behalf of the Army community and their families based on the Terms of Reference.

### **Terms of Reference:**

1. How are Family Programs demonstrating that Army Quality of Life initiatives support the Army goals of increasing combat readiness and retaining quality soldiers?
2. How have Family Programs shown that they address and meet valid Army needs?
3. How have Family Programs demonstrated that they have high return-on-investment value?
4. How do Family Programs contribute to greater individual and family self-sufficiency?
5. How can the Army inculcate in all soldiers the positive relationship between the attention to family needs and outstanding unit performance?

**ARMY SCIENCE BOARD AD HOC SUBGROUP**  
**ON**  
**THE ARMY COMMUNITY AND THEIR FAMILIES**

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## MEETINGS AND SITE VISITS

<u>DATES</u>	<u>LOCATION</u>	<u>PURPOSE</u>
13 Jul 88	Washington, D.C.	Organizational meeting and discussions with various staff agencies.
22 Aug 88	Washington, D.C.	Briefings on Army Family Research and discussions with Deputy Director, Civilian Personnel, ODCSPER and various staff agencies.
3 Oct 88	Washington, D.C.	Discussions with DASA (M&RA); Deputy Commander, US Army Community and Family Support Center; Chief, Family Liaison Office, ODCSPER and other staff agencies.
27-30 Oct 88	Ft. Hood, TX	Site visit and briefings by installation staff.
28-29 Nov 88	Ft. Bliss, TX	Site visit, briefings by installation staff, and discussions with representatives of TRADOC leader development schools.
21-27 Jan 89	Heidelberg, FRG	Site visits to five USAREUR Communities.
6 Mar 89	Washington, D.C.	Report organization and writing session.
20 Mar 89	Aberdeen, MD	Final review and editing session.
5 Jun 89	Washington, D.C.	Presentation of report to Study Sponsor.

## **INTRODUCTION**

The U.S. Army has always in some degree mirrored the larger society which is its source of soldiers and its political context. Therefore, American society's growing concern with the well-being of the family as the 1980s deepened is reflected in an increasing awareness in the peacetime Army of its families. Yet the U.S. Army's attention to the family must combine with a critical dimension absent from the civilian society. combat readiness and wartime battlefield effectiveness.

The Army is a microcosm of society in which the military members are expected to be ready daily to offer themselves in service to their country, even to the sacrifice of death. This ultimate commitment requires, then, that the military members and their families enjoy the same quality of life that their civilian counterparts enjoy. The very lifestyle of the military, with frequent separations, relocations, long work hours, and high stress environments, makes the equality to civilian lifestyle a difficult goal to meet.

There is a basic difference between civilian and Army families, even those civilian families employed by Department of the Army (DA). Very few civilian families experience the frequent relocations, the deployments for training or combat, the possibility of the ultimate sacrifice for one's country. In addition, policies for military and civilian members emanate from different agencies. Department of Army or Department of Defense (DOD) may control military members and families, while Office of Personnel Management sets most policy for civilian DA employees or families. This report addresses active duty military families only; it does not consider the Reserves or National Guard. Our definition of "family" includes traditional two-parent couples with children, couples without children, single parents, single soldiers, and dual career couples.

The military missions of today's Army have become linked to family well-being more directly than in any previous era of America's past. Army tradition since Valley Forge acknowledges that the physical needs and morale of the individual soldier come first as a significant step toward battlefield success. However, a standing Army made up of long-term soldiers, as opposed to those with brief service periods during a national crisis, raises new

issues of concern about that individual soldier's family. This concern, in addition to the already existing traditions, has become an extension of soldier care in the U.S. Army. More importantly, this concern defines new issues and requires new methods of leadership from those responsible for combat readiness and retention of soldiers.

## PURPOSE

It is the intent of the Family Panel to demonstrate from our findings that while the Army should not be paternalistic nor charity oriented, the business of the Army cannot be accomplished without attention to soldier and family well-being. The recent annual themes of the Army: Values, Leadership, Training, all speak to the issue of family. American values of freedom include family. Military leaders can lead more successfully if their soldiers' and their own family needs are covered in case of deployment. Soldiers can only recognize this relationship with intensive training on the effects and relationships between family well-being and mission success.

It is the conclusion of the Family Panel that the success of Army family programs is primarily dependent on the unit leader from first line non-commissioned officers to senior commanders. Support services from the Chaplain, the Director of Personnel and Community Activities (DPCA), the Community and Family Support Center (CFSC) and its agencies, or the Deputy Chief of Staff for Personnel (DCS PER), to name a few, can assist soldiers and families by setting policy guidelines, providing resources, and explaining to the Congress the positive relationship between soldier and family quality of life and mission success. It is, however, incumbent on unit level leaders at every level to make the policies work and utilize the resources to best advantage.

Recognition of the powerful impacts of the family on readiness, retention, morale, and motivation must be instilled in every soldier from the soldier's date of entry-to-service through each succeeding promotion. It is not the responsibility of any one rank or any one position. From the first line leader to the commanding general, each soldier must recognize that the families' welfare is a crucial factor correlated with success or failure of mission. The family is not an appendage of the soldier which can be easily put aside in times of deployment, or in times of training for readiness in case of

deployment. Healthy and supportive families help keep soldiers alive on the battlefield.

## HISTORICAL PERSPECTIVE

The relationship between the official Army and family members has been a confusing one. For years, Army spouses initiated and provided the bulk of quality of life programs on Army posts as volunteers. The Army community promoted this effort, and spouses (mostly women) were eager to offer their assistance to improve the community. Few women worked either because women had not generally entered the work force or because the frequent relocations of Army families made employment next to impossible.

As society changed, the Army followed suit. Military members and families reflected the same needs as their civilian counterparts. Society as a whole paid more attention to quality of life programs, and so did the Army. Resourcing began, and even though somewhat limited, this era has continued over the past several years. More women entered the work force, and likewise, the Army wives followed suit. Fewer volunteers were available for Army programs and the increased resourcing allowed for more paid staff. This change in orientation for Army quality of life programs has created some confusion for the role of Army families. In recent history, the military's perception of families has ranged from the philosophy, on the one hand, of: "If the Army wanted you to have one, they'd issue one," to the more current, "The Army enlists soldiers and retains families."

In 1980, a grass-roots initiative by Army wives in both Europe and Washington, D.C. resulted in the formation of a committee which privately sponsored the first Army Family Symposium in 1981. This effort brought Army wives from around the world to discuss quality of life needs and suggestions for improving the Army community. For three consecutive years, these worldwide symposia were held with positive results and recognition by the Army. As a result of these efforts, the Family Liaison Office was established in the Office of the Deputy Chief of Staff for Personnel (ODCSPER) to serve as a policy advisory agency directly to the Army staff.

As an outgrowth of the three national symposia, the Army began sponsoring annual Army Family Action Plan (AFAP) Planning Conferences to bring issues to the DA level which had surfaced from

local symposia or family forums. This effort continues with the publication of an annual AFAP.

In 1983, then Chief of Staff (CSA) General John A. Wickham published the CSA's White Paper on The Army Family. It specified a philosophy toward the family, as stated below:

A partnership exists between the Army and Army families. The Army's unique missions, concept of service and lifestyle of its members - all affect the nature of this partnership. Towards the goal of building a strong partnership, the Army remains committed to assuring adequate support to families in order to promote wellness; to develop a sense of community; and to strengthen the mutually reinforcing bonds between the Army and its families.

Underpinning the philosophy is the recognition that the Army is an institution, not an occupation. The unlimited liability contract between the Army and its soldiers creates the need for reciprocity of commitment between the Army and the Army family. Therefore, this philosophy was an effort to create a consistent rationale for Army family programs which had heretofore developed from the historical evolution of piecemeal programs.

To assist General Wickham in implementing this philosophy, he convened a non-DOD Task Force of professionals from a wide spectrum of family and wellness areas of expertise. The Task Force members were made a part of the Army Science Board (ASB), and met separately with Army leadership to provide insights on Army programs which affect the education, training, compensation, and lifestyles of soldiers and families. The Task Force consisted of ten individuals who were to meet with the Army leadership twice a year for a two year period.

During this time, from July 1984 through June 1986, the CSA Task Force provided 87 suggestions to improve Army soldier and family programs. Suggestions were in the realm of physical fitness and wellness programs; innovative approaches to child care, child and spouse abuse, and family advocacy; relationship of the family to Army readiness; substance abuse prevention; relocation; equal opportunity; and the Army AFAP process.

In 1986, the Task Force charter was extended through June 1987 for the membership to participate in the AFAP General Officer Steering Committee and the AFAP Planning Conference. In addition, individual members of the Task Force and Army Science Board made trips to various Army posts and submitted trip reports to the leadership during 1987. (See Appendix)

The Army has institutionalized its commitment to Army families through the creation of the U.S. Army Community and Family Support Center (CFSC) which presides over soldier and family quality of life programs. The AFAP process continues annually. In 1988, the first Survey of Army Families was conducted by CFSC. Research through the Army Research Institute (ARI), the Walter Reed Army Institute of Research (WRAIR), and the Rand Arroyo Center focuses on family factors and their relationship to readiness and retention.

In 1988, members of the ASB and officers in the ODCSPER proposed that an ASB ad hoc panel be convened to provide the Army leadership with study findings and recommendations to improve the focus of efforts on behalf of the total Army community and their families.

## GENERAL RESEARCH FINDING

Significant research on individual performance and motivation confirms that family and community quality of life programs provide the job conditions that, when not present, result in dissatisfaction among employees or soldiers. Where these programs and services are available, they do not automatically motivate the soldiers. When available, however, they are preventative factors which serve to reduce dissatisfaction.<sup>1</sup> Family and community quality of life programs must be maintained at an acceptable level in order to have a minimally satisfied soldier force. While these programs will not alone produce higher performance, they must be maintained in order to upgrade soldier performance, allow self-motivation, and mission success.

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<sup>1</sup> A.H. Maslow, Motivation and Personality, 1954. F. Herzberg, "One More Time: How Do You Motivate Employees," Harvard Business Review, Jan-Feb 68, Vol. 46, 53-62.

The current demographic portrait of the U.S. Army (according to DEERS data, March 1988) shows that it is 56% married. For the 772,000 soldiers, there are 400,000 spouses and an additional 600,000 family members. Broken down, 53% of enlisted soldiers are married and 74% of the officers are married. There are 37,500 soldiers married to other Service members. Spouses of active duty soldiers are young (56% under the age of 30); most have young children (26% have one child, 33% have two children, 18% have three or more children). Single parent Army families total 43,000 or approximately 5.5% of the active force. The Army does not keep data on how many of these single parents have their children accompanying them. However, the Rand Arroyo Center reports that in 1985, custodial single-parent Army families totalled 12,700, or about 3% of the total force. The majority of single-parent households in the Army are headed by male soldiers, but the proportion of female single parents among custodial single parent families in the Army rose dramatically from 26% in 1979 to 46% in 1985.

Enlistment figures show that an increasing number of new enlistees are married, many already with families. This fact and anecdotal evidence gathered by the Family Panel lead us to speculate that a military career is viewed as a desirable option for young men and women who seek skilled employment, career advancement, job stability, and need employee benefits for themselves and their families. These family and quality of life benefits must also be planned for the future Army families of new single soldiers, many of whom marry while on active duty.

Both the Army and the family vie for a soldier's available time in quite demanding fashion. This time competition may result in a conflict for the soldier as to where his/her primary loyalty lies. In order to maintain highly committed, ready soldiers, unit commanders at levels from squad to corps must balance the management of soldiers' time in garrison, in the field, and with the family in order to have an optimally prepared and productive soldier. The quality and predictability of time a soldier and family can plan and actually spend together can make the difference between the family functioning as a problematic detractor to mission or a true multiplier of combat readiness.

## **ARMY FAMILY PROGRAMS AND THEIR RELATIONSHIP TO RETENTION AND READINESS**

Evidence from the Family Panel's travels confirmed that today's Army is a married Army. In contrast to the pre-volunteer Army, where two-thirds of soldiers were single or geographic singles, over one-half of today's soldiers are married and most have families living with them. As the number of Army families has increased, so has the need for Army family resources.

A full range of family support programs is essential to the well-being of soldiers and their family members. Family support programs increase satisfaction and the acceptability of military services, reduce training detractors, and enhance retention and readiness. All the Armed Forces are focused on people, but this is particularly true of the Army. As such, it is imperative that sufficient resources be available to support and provide for adequate quality of life for our Total Army Community. (Army Focus, November 1988, p. 14)

Army families are subject not only to stressors to which all families are vulnerable, but also to stressors which are unique to the Army military experience. Army families have some of the same needs as non-Army families in the areas of medical care, financial services, support and intervention systems for troubled families, child care, education, and prevention programs for marital and youth problems. The military lifestyle also presents Army families with challenges that are not faced by civilian families. Foremost is the incontrovertible fact that the soldier must be prepared for war. Prolonged, arduous missions may separate the soldier from his or her family on short notice, and relocations occur every two-and-a-half years on the average. Families must acclimate to Army authority and traditions, and often to unfamiliar cultures. There may be limited opportunities for spouse employment with a resulting negative impact on family income.

Two questions are of importance for the long-range planning and funding decisions that affect the 65 Army Quality of Life (to include family) programs. First, how do family issues affect retention and

readiness? Second, how do Army family programs impact soldiers and their families to improve retention of quality soldiers and to produce combat-ready soldiers? Research by WRAIR, Rand Mayo Center, and ARI offers information on these questions, and this is augmented by focus group and individual interviews during site visits by ASB Family Panel members.

Retention. A review of the research on retention shows clearly that family issues play a major role in the decision-making process of reenlistment.<sup>2</sup> Even the mere presence of a family is related to individual decisions regarding reenlistment. Soldiers with a spouse or children are more likely to leave after their first term than those without family, and career soldiers with children are more likely to reenlist. With increased years of service, family factors become as important as pay in reenlistment decisions. Satisfaction of spouses with Army life is a major factor in the retention of career soldiers, with family-related reasons being the major factor in leaving for approximately 20% to 30% of the soldiers who make this decision.

The stresses of Army family life affect retention, as do the positive aspects of the military lifestyle. Long separations and frequent relocations have the most negative impact on retention. Research indicates that longer tours of duty increase reenlistment intentions, while longer separations and greater numbers of Permanent Change of Station (PCS) moves are related to lower retention rates.

The frequent relocations inherent in Army life also affect spouse employment, which is another growing area of concern in regard to retention. Army spouses reflect societal and demographic trends, which include increasing numbers of spouses who work outside the

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<sup>2</sup> Georges Vernez and Gail Zellman, Families and Mission: A Review of the Effects of Family Factors on Army Attrition, Retention and Readiness, The RAND Corporation, 1987. Paul A. Gade, "Army Family Research Program, a briefing given for the Army Science Board Panel on Family Programs", 1988. CPT Jack Faires, Recruiting, Retention and Quality in Today's Army, Office, Chief of Legislative Liaison, HQDA, 1988.

home. Relocations disrupt spouses' career paths and add to issues of unemployment for Army spouses. Army spouses tend to have a higher level of unemployment than civilian spouses, especially outside the continental United States (OCONUS). As more families need two incomes to maintain an acceptable quality of life, spouse employment will increasingly become a factor in retention decisions, depending on the extent to which the financial and career aspirations of these spouses are met.

The changing nature of the Army and its families also affects retention. More females and minorities are entering the military, and females and minorities are more likely to reenlist. There is a corresponding increase in the number of single parent families, as well as an increase in the number of dual career families. This means that the roles of soldier and parent increasingly conflict. The degree to which Army family programs meet the needs of these families in child care programs and relocation support will impact retention.

Readiness. Research and anecdotal evidence indicates that readiness is enhanced by a strong, supportive family unit and degraded by family stress or concerns about family welfare. A study of Israeli battle shock casualties indicated that family stress has a negative impact on soldiers' performance. WRAIR research indicates that willingness to fight is influenced by soldiers' belief that their families are safe and cared for in relation to quality family time and perceptions of family economic, social, and psychological well-being.<sup>3</sup> Functional and satisfied families provide the soldier with an essential psychological armoring that can be a combat-multiplier in field situations. In evaluating the effectiveness of Cohesion Operational Readiness and Training (COHORT) units, WRAIR researchers proved that those units which allowed adequate time to

<sup>3</sup> LTC T. Paul Furukawa, et al., Evaluating the Unit Manning System: Lessons Learned to Date, Department of Military Psychiatry, Walter Reed Army Institute of Research, 1987. Faris R. Kirkland, LTC T. Paul Furukawa, Joel M. Teitelbaum, LTC Larry H. Ingraham, and LTC Bruce T. Caine, Unit Manning System Field Evaluation: Light Infantry Division Concept, Walter Reed Army Institute of Research, 1987.

resettle families immediately after a rotation outperformed units who went directly to training activities. Further, soldiers in units with supportive family practices are less likely to engage in misconduct, which impairs readiness, than soldiers with less supportive command interest in family needs.

WRAIR and Rand Arroyo Center studies point out that three readiness factors which are influenced by family dynamics and social-psychological stressors are presence, commitment and concentration. Presence, which involves the availability of the soldier for duty, is impacted by family matters. Over half of all absences without leave (AWOL) in all branches of the military are attributed to a need to attend to family issues. With the increasing number of single parent and dual career families, absence from duty to attend to children's needs is a readiness factor. Commitment refers to individual dedication to unit and Army mission and willingness to perform assigned duties. The accessibility of the family when the family can accompany the soldier and the knowledge that the family is adequately cared for if unaccompanied has an impact on the commitment of the soldier. Concentration affects readiness in that distractions detract from available physical and intellectual resources for an assignment. A soldier who is worried about the family's well-being or who is preoccupied with family dysfunction will not perform as well as a soldier who is free to focus on the assignment at hand.<sup>4</sup>

WRAIR researchers have discovered a positive family support-readiness feedback system. The soldier's family affects individual soldier readiness. At the same time, the soldier's unit affects the soldier and influences the degree of family supportiveness.<sup>5</sup> That is, a soldier who feels good about the unit and unit leadership communicates this to family members, who then have a more positive view of the Army in general, and are able to offer more support to the soldier. A soldier whose family needs are attended to

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<sup>4</sup> Joel M. Teitelbaum, Combat Readiness and Family Stress, Walter Reed Army Institute of Research, 1988. Georges Vernez, "Enhancing the Effectiveness of Army Family Programs," The RAND Corporation, a briefing given to U.S. Army Community and Family Support Center, 1988.

<sup>5</sup> Faris R. Kirkland and Pearl Katz, "Combat Readiness and the Army Family," Military Review, April 1989.

can give the unit more concentration, commitment, and availability than a soldier who is worried about family matters or who must take leave time to attend to unmet family needs in housing, medical, or child care issues. When unit leadership demonstrates a commitment and sensitivity to family needs and values, informs families as much as possible about field time, deployment, or other unit needs, and provides the soldier with regular, scheduled duty time whenever possible, then soldiers and their families show increased satisfaction with Army life, soldiers show increased readiness, and units show increased unit combat effectiveness. WRAIR is currently conducting further research into the interactional impact of units, soldiers, and families on readiness, which will provide valuable information for future allocation and policy decisions.

Anecdotal information from soldiers overwhelmingly supported the available research. Soldiers were frank in stating that they were less able to concentrate on the job at hand when they were concerned about their families' well-being. They also believed they were less combat ready when they were dealing with family stress in the form of conflicts with their spouses, concern over possible abuse, or other problems occurring in less functional families. Further research is needed to determine if family programs that target dysfunctional families have a measurable impact on readiness. If not, they may be supplied for more humanitarian reasons, or as a form of "employee benefits." It is also needed to determine the impact that a dysfunctional family has on the community as a whole. If the dysfunctional family is viewed by the community as having a legitimate and critical need, the way the Army handles these "exceptional" cases will dramatically impact the community's perception of the Army and its stated commitment to the Army Family.

## **RETURN ON INVESTMENT**

Typically, a return on investment (ROI) analysis is a quantitative tool that allows organizations to evaluate and rank different investment alternatives. It is often used by corporations who want to select the best options to optimize the return on

limited resources. It is neither easy nor within the scope of this study to develop a quantitative return on investment analysis because the structure of the Army data base does not lend itself to such rigorous quantitative analysis. Nor is it always applicable since many of the outcomes of the quality of life (QOL) and family programs are qualitative and subjective in nature. It is important to note, however, that the meeting of program objectives or a qualitative return on investment analysis can be as significant as a quantitative ROI in that results of program efforts can be validated and based on logical proofs rather than mathematical models. (A suggested format for a qualitative return on investment analysis appears in the appendix.)

In research by the Rand Arroyo Center, approximately 65 programs are identified as having QOL impacts on soldiers and families.<sup>6</sup> This assumes a broader definition than is typically used by the Army. Most of these programs have both an Army mission and a QOL function, and it is not always easy to distinguish which of these two functions prevails. The emphasis placed on these two functions will vary between peace time and wartime. A few QOL programs are required to be established at all installations: alcohol and drug abuse prevention and treatment; safety; legal assistance; sponsorship; and chaplain's programs. The size of an installation guides the establishment of a number of other programs such as: personal financial services; Army Continuing Education Center; Housing Referral Services; Transient Unaccompanied Housing; Child Development Services; and Army Community Services. Most other services are generally provided at the discretion of the installation commander based on such considerations as local needs, local interest, access and availability of comparable civilian services, and financial viability.

Using the Rand Arroyo Center's definition for quality of life programs, it appears that expenditures in FY 85 for soldier and family QOL programs totalled \$12.2 billion out of a \$73.5 billion Army budget. This represents 16.6% of total Army expenditures

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<sup>6</sup> Georges Vernez and LTC Michael F. Tharrington, Army Quality-of-Life Programs: Expenditures and Users, The RAND Corporation, 1988.

having a potential QOL return. As part of the \$12.2 billion QOL expenditure, line items included:

* Housing (Family and Bachelor Housing, Basic Allowance for Quarters, Variable Housing Allowance)	\$3.4 billion	28%
* Maintenance and Repair (of real property asset)	\$2.8 billion	23%
* Health Care (Military Facilities, CHAMPUS, Drug and Alcohol Abuse Treatment)	\$2.8 billion	23%
* Morale, Welfare, and Recreation	\$2.2 billion	18%
* Other (Commissary, Food Service, Laundry, Dry Cleaning, Radio, TV, Chaplains)	\$748 million	6%
* Adult and Family Services (ACS, Child Development Services, Youth Activities)	\$113 million	1%
* Army Continuing Education	\$110 million	1%

The Rand Arroyo Center notes that these figures do not capture amounts spent by individual units to support soldiers and families, nor do they consider the value of time invested by unit leaders and family member volunteers. In addition, Morale, Welfare, and Recreation Services receive both appropriated and nonappropriated funds and in some cases are self-sustaining. The Department of Defense schools (DODDS) school budget for FY 85 was in excess of \$500 million and the Army portion of the Section VI school budget was \$28 million for that year. Also, Red Cross spent nearly \$20 million in assistance to military families in 1984, while the Army Emergency Relief Fund (AERF) offered more than \$23 million in financial assistance or loans.

Since the data base is incomplete, and rigorous cause-effect analysis does not yet exist, it is impossible to say quantitatively whether the 16.6% expenditure on QOL programs is responsible for a positive ROI. Statistics have shown an improved quality of accessions and improved retention since the Vietnam era, but the cause is not necessarily proven. Rand Arroyo Center reports that there is a positive return on investment for readiness when family issues are addressed, specifically in reducing soldiers' absence from assigned duty stations, time spent on letters of indebtedness, counseling, or family violence cases, and increasing the level of soldier motivation and commitment to unit.

Similarly, a study by the ODCSPER in June 1988 pointed out that retention decisions, particularly for an older and more tenured Army, are as often based on family and QOL decisions as on job satisfaction. The same study documents that the increased retention of quality soldiers since the 1980 cohort of enlistees has resulted in a significant cost savings for training new enlistees. In FY 87, an additional 14,459 soldiers reenlisted than had been forecast. At the cost of \$19,000 per soldier to prepare a new recruit for the first duty assignment, this resulted in a cost savings to the Army of \$275 million. This figure exceeds by about \$127 million the entire FY 87 budget for enlistment bonuses and the Army College Fund. These figures suggest that the attention to soldier and family well-being which increases retention provides the Army with a cost savings, if not a monetary ROI in the business sense.

To support this conclusion, a study by Sterling and Allen (1983) reported by Rand Arroyo Center, cited that satisfaction with Army programs and benefits was the most important predictor of Army career intentions in a random sample of enlisted personnel (though not as important for young officers). Additionally, it has been documented that awareness of Army family programs and the resulting perception that the Army cares about the well-being of soldiers and families is sometimes as effective in building individual morale as the actual use of services. This can have a positive impact on ROI by building a positive perception through often lower cost QOL programs.

As a corollary, American businesses have discovered that when they pay attention to the family concerns of their employees, the businesses reap rewards. Studies demonstrate that employees of caring firms display less burnout, less absenteeism, more loyalty to the company and significantly more interest in their jobs. Dr. T. Berry Brazelton reports that as a nation we spend billions of dollars to protect ourselves from outside enemies. At the same time, in not providing adequate family services from child care to teenage suicide prevention and youth crime prevention, we do not address the internal enemies which threaten both the present and future generation of Americans.

## **READINESS, RETENTION, AND VALID ARMY NEEDS**

Theoretically, all of the Army's family programs positively impact both readiness and retention and demonstrate a positive ROI insofar as they contribute effectively to an improved QOL for members of the Army family and, hence, address valid Army needs. Certain programs, however, specifically target those issues which are key to retention and readiness. Relocation, sponsorship, and spouse employment programs offer services to ease the stress in frequent PCS moves, which is of primary importance in retention and also has an impact on readiness. Child care services are a key issue in readiness, as the Family Panel found over and over in informal and focus group interviews. Family Support Groups and Outreach programs are important tools in easing the strain of combat and deployment stress, as well as providing an important communications link in the unit-soldier-family interaction that is related to readiness factors. The AFAP process is critical in identifying and addressing family concerns that play a role in both retention and readiness. Finally, Family Awareness Training for Unit Leaders is an essential program to support retention and readiness, since research and anecdotal reports show overwhelmingly that unit leader support for family issues is key to the success of family programs.

Other Army programs do not directly address readiness and retention, but they, along with the above-mentioned programs, do meet valid Army needs and they do have direct and indirect positive or negative impact on retention and readiness. The provision of adequate medical care is a basic need for soldiers and families and is a well advertised employee benefit at enlistment. Education and Youth Activities programs are important in maintaining satisfaction with the Army life style for families. Morale, Welfare and Recreation Services provide constructive outlets for non-duty time, and help build a sense of community. As the needs of the family members are met, the soldier is free to focus on mission responsibilities, thus enhancing readiness. Retention is increased with improved family satisfaction with military life style, especially for career soldiers. Family programs appear to have a

high ROI value for retention. WRAIR reports that the Marine Corps found family programs twice as cost effective as reenlistment bonuses in improving retention.<sup>7</sup>

Relocation Assistance Program. This program provides relocation counseling, pre- and post-move briefings, orientations, and workshops, welcome packets, destination area information, services to waiting families and bi-cultural families, and emergency planning for families in a military crisis. It serves all families, but targets the young, enlisted population. Army Community Service (ACS) reports that when this population is provided services for coping with the mobile military lifestyle, the need for later treatment and crisis intervention decreases. There has been no formal evaluation of the Relocation Assistance Program (RAP), but evaluation of comparable programs in industry seems to indicate that relocation assistance is key in reducing stress in frequent moves and that this impacts the organization, as well as the family.

The Family Panel found that the RAP was an important program for reduction of family stress. Conceptually, the program and services are sound and meet targeted Army needs. Service delivery seems to be a problem, however. It is difficult to provide adequate relocation information, especially to families relocating OCONUS. The information packets and briefings are definitely available, but transportation problems for spouses and lack of awareness of program offerings seem to impact service delivery.

Because relocation assistance is vital to easing the impact of a mobile lifestyle, which directly affects retention and readiness, this program should be fully funded and resourced. Efforts should be made to improve service delivery and to educate Army families about available relocation resources. Local command support should be encouraged. Finally, the Army needs to consider the possibility of longer tours of duty and use of COHORT units to reduce relocation stress.

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<sup>7</sup> Faris R. Kirkland and Pearl Katz, "Combat Readiness and the Army Family," Military Review, April 1989.

Sponsorship Program. Sponsorship is a unit-based program in which the Personnel Service Center notifies the new unit of incoming personnel and a sponsor is then assigned by the unit. It is based on unit-soldier affiliations and does not inherently include nor respond to needs of family sponsorship. Letters of welcome and community and unit information are sent. The assigned sponsor should then contact the sponsored to provide assistance to aid in relocation to the new unit. Effective sponsorship has been shown to accelerate the newcomer's adaptation process. Research indicates that new families need to be contacted within two weeks of arrival at a new duty station for the sponsorship efforts to be effective.<sup>8</sup> The effective implementation and utilization of this program impacts readiness and retention insofar as it mitigates relocation stress.

Results of Army-based evaluations and the Family Panel's investigation show that the Sponsorship Program has a very uneven effectiveness record. The overall program seems to be the least effective for lower enlisted personnel, who have the greatest need. Problems with the program center around lack of command emphasis, lack of training and incentives for sponsors, unprogrammed reassessments, a lack of pinpoint assignments (especially in USAREUR), and communication breakdowns between command levels. Strategies to address these problems have included two revisions of the sponsorship regulation, a DA pamphlet giving program implementation guidance, and two versions of a video on sponsorship. Problems still remain inherent in the program, however. It appears to the Family Panel that the problems are currently unsolvable because the sponsorship program itself is based on invalid assumptions, i.e. that assignments are known in advance and not changed. Until the basic assumptions for both meeting the Army's needs for reassignment and the soldier and family needs for relocation and sponsorship assistance are aligned, the sponsorship program will not meet the needs of soldiers and families.

The Sponsorship Program needs reformulation in order to make it effective for soldier and family adjustment. Full command support is important, but this alone will not sufficiently increase the

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<sup>8</sup> Joel M. Teitelbaum, Combat Readiness and Family Stress, Walter Reed Army Institute of Research, 1988.

program's effectiveness. The issue of appropriate incentives for sponsors needs to be evaluated, and the feasibility of the program should be re-evaluated. Increased use of COHORT units would reduce the need for individual sponsorship, as internal support structures in the unit itself would reduce the need for outside support in a relocation.

Army Community Service and Outreach Programs. Routinely throughout the Panel investigation, families and soldiers identified the ACS as the most visible and positive program available to assist soldiers and families with personal needs. ACS offers services to include personal financial counseling, household item loan closet, emergency food locker, junior enlisted community centers, and outreach efforts. All the services were mentioned by soldiers and families as being needed and used. Resources seemed to be scarce, particularly for outreach efforts to contact those young families living far from the military post. The Panel heard many times from young soldiers and spouses that they did not feel a part of the community nor that anyone cared about their well-being until they discovered ACS, often through outreach efforts.

Resources to expand Outreach and Junior Enlisted community centers should be allocated immediately. These efforts ease relocation stress, integrate young enlisted families into the military community, assist in the traumas of being away from home and extended family and living on a low income in sometimes substandard or far-removed housing. Particularly those young enlisted families with children need this program to receive the assistance needed to cope with parenthood in the high-stress military environment. Early integration of these families into the military community enhances family self-sufficiency and has a positive impact on both readiness and retention.

Spouse Employment. Rand Arroyo Center confirms that the national trend is toward dual income families, and the Army is definitely following national trends.<sup>9</sup> Spouse employment is an

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<sup>9</sup> Georges Vernez and Gail Zellman, Families and Mission: A Review of the Effects of Family Factors on Army Attrition, Retention, and Readiness, The RAND Corporation, 1987.

issue that affects retention, with an indirect effect on readiness. The major reasons wives of enlisted soldiers work are to help meet basic expenses, to save for the future, and to establish careers for themselves. ARI research suggests that spouse satisfaction with the Army can be positively influenced by successful spouse employment, and spouse satisfaction is directly linked to reenlistment.<sup>10</sup>

The Family Panel found that the spouse employment programs were effective in meeting current needs, but needed resourcing and revising to meet anticipated needs for the future. The greatest employment needs were among the young, unskilled, new Army wives, but the spouse employment programs have not targeted specific training or program development to benefit this large and vulnerable population of family members. Employment assistance programs should not limit employment opportunities to Federal employment, but also look to cooperative ventures with private industry. Employment opportunities for spouses overseas is another problem area. This employment problem has some built-in limitations, but there is a need for creative solutions to be investigated to see if the situation can be improved.

Child Development Services. Quality child care with flexible hours that meet soldiers' sometimes long and erratic schedules is an important factor for both retention and readiness. The increase in the number of single parent and dual career families make child care even more important for the Army. Currently, Army families are meeting their child care needs in a variety of ways. Many use the Army child care facilities, but these sometimes have a long waiting list, do not have flexible enough hours, or are too far away from the soldier's duty station. Some use home-based care, both licensed and unlicensed. Still others leave their older children with younger children, or use neighbors and friends to fill in the gap between school and duty hours, both before and after school.

Readiness is most often impacted by lack of child care for children of single parents. The Panel found that lost duty time occurred as a result of sick children with no day care. Other times,

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<sup>10</sup> Paul A. Gade and Newell Kent Eaton, "The Impact of Spouse Employment," U.S. Army Research Institute, 1988.

readiness was impaired because the parent felt unable to stay home with the child, but was worried and upset about this during duty hours. Unduly long or unexpected duty time also impacted all families, but particularly single parent families. The Family Panel heard several anecdotal accounts of unit commanders telling single parents that if this were war time, no concessions to child care could be made. All these parents felt strongly that they had arrangements made to handle their children's care in case of wartime mobilization, and that unit leaders needed to realize that this is not war time.

The quality of available child care is generally perceived as adequate by Army families, but the quantity is woefully inadequate. Problems with flexible schedules, including starting early and staying open later, seem to be being worked out at individual facilities. The DA must decide if it is cost effective in terms of retention and readiness to meet this demand for Army-based facilities or to limit facilities, forcing parents to seek alternative day care settings in the private sector. There is also a perceived problem with home-based licensed day care in that licensed providers seem to be able to charge high fees while sometimes providing poor quality day care. This problem definitely needs to be addressed. Another problem is that female soldiers who give birth while on active duty face the dilemma of being allowed four weeks of maternity leave while Child Development Centers will only accept infants at six weeks of age.

Day care for sick children is a critical need for both single parent and dual career parents. The civilian sector has companies which specialize in caring for sick children whose parents need to work, but these types of services are expensive. Unit leaders need to be trained to be sensitive to the need for off-duty time for parents of sick children in a peacetime Army, and parents need to be trained to set up contingency plans for care of their sick children, just as they do for the care of their children in the event of mobilization.

The military mission is a 24-hour mission, representing a total way of life (institution) more than a job or occupation. Yet, the Child Development Center hours of operation, 10-hour limitation on daily care, and exorbitant late pick-up fees are characteristic of a civilian "job" model. The Air Force and Navy operate 24-hour day care facilities. Mission success and readiness would be improved if the Army adopted this institutional model.

For a married Army, child care is a necessary benefit. Capacity for child care must be increased immediately. The Army should seek statutory authority to permit soldiers' child care expenses to be paid directly by the Finance Center as an offset to his or her base pay, thereby providing a significant tax advantage and in turn making child care more affordable. Appropriated fund dollars should support the operation of Child Development Centers so that they do not have to be self-supporting. Child care providers should be trained and classified at a higher pay level commensurate with the responsibility we as taxpayers place upon them, to mold the next generation of American citizens and soldiers.

Family Support Groups. The purpose of FSGs is to orient new families, to provide a support network among the families when the unit is deployed, and to establish communication links between deploying units and families. The concept of fostering mutually supportive relationships between small units and Army families has military, as well as humanitarian advantages. The more informed spouses are, the less anxious they are, and the more supportive they are of their soldiers. WRAIR research shows that when commanders give complete, candid information to families and conduct comprehensive pre-deployment briefings, and give a modicum of logistical and administrative support to FSGs, they are the most successful in developing networks of spouses who cope well, support each other, have positive attitudes toward the units, overcome worries, and control rumors. These spouses support their soldiers, provide psychological armoring to their soldiers, and are therefore a combat multiplier.<sup>11</sup> FSGs have emerged as an important component for increasing readiness at the small unit level for combat arms soldiers studied by WRAIR.

FSGs vary across commands in their effectiveness in meeting spouses' and soldiers' needs. Evaluations have shown that successful FSGs are a result of a number of factors. Command support was essential to soldiers' support of their spouses' involvement in FSGs. Democratic FSGs flourished more so than those

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<sup>11</sup> Faris R. Kirkland, LTC T. Paul Furukawa, Joel M. Teitelbaum, LTC Larry H. Ingraham, and LTC Bruce T. Caine, Unit Manning System Field Evaluation: Light Infantry Division Concept, Walter Reed Army Institute of Research, 1987. Faris R. Kirkland and Pearl Katz, "Combat Readiness and the Army Family," Military Review, April 1989.

in which rank-related structures developed. The most success was observed when wives of senior officers initiated the groups and then moved into less visible, more supporting roles. Broader-based groups were established when participation was truly voluntary and when the focus was on mutual support and providing good feedback for participants. Unit-based FSGs were perceived as valuable even by family members who did not actively participate, but were aware of their availability, according to WRAIR research.

The Family Panel found that FSGs meet valid Army needs. They have a definite impact on readiness, as stated above, and indirectly affect retention by improving the QOL for Army spouses. Because they are mainly voluntary, they are also quite cost-effective. The Family Panel recommends that commanders and FSG representatives be informed of the factors crucial to the establishment of successful and effective groups and receive training in Family Support Group establishment and sustainment.

The Army Family Action Plan (AFAP). The AFAP is a system of interaction among families and all levels of the chain of command. Local meetings are held to determine concerns for the Army family. Those that are not solved locally are forwarded to Major Command Headquarters (MACOMs) for further action, and then may be presented at the annual AFAP Conference, where actions are discussed and priorities suggested. These remaining issues are addressed by 24 separate DA Staff and field offices and are evaluated in terms of their impact on retention and readiness.

This program can be valuable in addressing the needs and concerns for Army families. It provides a forum for family members to air problems, see them addressed, and to be treated as valued members of the total Army community. This program has the potential to increase satisfaction with Army life, which affects both readiness and retention. It does, however, need some fine-tuning. The Panel heard that while ideas come up from local posts, the actions taken on the ideas are often not relayed back down to the post of origin. In addition, the DA Staff taskings which come from the AFAP issues do not necessarily solve the problems aired. The publicity about the AFAP implies that issues are solved, whereas the completion of an issue merely means it was addressed. This semantic confusion results in the same issues surfacing year after year during AFAP conferences, hence undermining the credibility of the AFAP process as a problem-solving avenue.

Medical Care. Medical care for military families is offered by military facilities, contract facilities (PRIMUS Centers) or in the civilian community through the Civilian Health and Medical Program of the Uniformed Services (CHAMPUS). During the Panel investigation, medical services were routinely cited as understaffed and overworked. Family members and soldiers reported waiting for months to get appointments, and after getting appointments, waiting for hours in hospital waiting rooms to be seen or treated. Female soldiers and spouses reported difficulty in getting timely annual gynecological exams and pap smears. There was also a concern about medical care during pregnancy. Though larger hospitals were given good marks for OB-GYN care, smaller hospitals and clinics were not rated highly. Family members also cited examples of rude treatment and inadequate service by some hospital personnel. Hospital personnel interviewed indicated that the stress of being understaffed often created circumstances of inadequate service, but that they felt somewhat victimized by the extremely negative perception of medical care based on limited resources. WRAIR and Annual Survey of Army Families data confirm that health care services are the most frequently cited as frustrating to family members.<sup>13</sup>

PRIMUS Centers were cited as effective and sometimes preferable to military facilities. However, soldiers reported that medical reports from PRIMUS were unacceptable to unit leaders as certification for relief from duty. This factor further overburdens available medical services when a soldier must duplicate the medical report through a Troop Medical Clinic.

In many instances, families reported a preference for using local civilian medical facilities but indicated a lack of information about using the CHAMPUS system or an inability to receive a Certificate of Nonavailability for Medical Care to allow receipt of CHAMPUS funds. Even when utilizing CHAMPUS, families often suffered a negative

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<sup>13</sup> Teitelbaum, Joel M., Combat Readiness and Family Stress, Walter Reed Army Institute of Research, 1988. Griffith, Janet D., et al., Annual Survey of Army Families: A Report of Army Spouses and Families in 1987, U.S. Army Community and Family Support Center, 1988.

cash flow when paying for medical care from non-CHAMPUS providers and then waiting up to two months to receive CHAMPUS payment which covers only a portion of the medical costs.

Disillusionment about medical care was the most common problem heard throughout the Panel investigation. Soldiers and families felt betrayed in some cases by not receiving a benefit which was promised to them upon enlistment. The Panel recommends that every effort be made to utilize medical facilities in surrounding communities both in CONUS and OCONUS. Soldiers and families should be taught to use the civilian services without fear, especially OCONUS where there is often a language barrier. CHAMPUS or other contractual payments should be made directly to the civilian facilities in order to decrease the financial burden to the soldier.

Education. Special educational and counseling programs impact on readiness. Two programs mentioned frequently by company and battalion commanders are Relationship Effectiveness Training (RET) and the Community Counseling Center (CCC). These services deal with a wide range of emotional, drug, alcohol, spouse and child abuse, and other problems. A battalion commander interviewed by the Panel stated, "You lose soldiers' work when they attend RET and CCC, but it's worth it. Then you may get a totally ready soldier, and that's what we want for the Total Army." Another battalion commander reported, "We need these programs for our soldiers. We don't have boats (Navy) and planes (Air Force). What we have are soldiers. That's our strength. We must keep them ready." These programs provide needed services to troubled families, and because they are educational in nature and address family wellness issues, they increase family self-sufficiency.

One program that needs to be strengthened is that of training families in the techniques of effective parenting. Several excellent programs are offered in the ACS, Chaplaincy, and other agencies within the Army community. However, those that need the programs the most are the least likely to participate. The Army can force a soldier to participate in an alcohol or drug abuse counseling program. There is no such coercion applicable or appropriate to a soldier for family counseling, and even if there were, there would be little benefit without participation of the spouse. The Army should

try to develop incentive programs which would not threaten one's career and would greatly increase participation by soldiers and spouses in such educational and counseling programs. Effective parenting programs, especially for young or single parents, would show positive return on the Army's investment by enabling these soldiers to reduce the stress of parenting through the use of effective techniques.

Youth education is most often provided by local school districts. A minority of Army posts in CONUS have Section 6 schools, run by the federal government. The Panel did not visit any Section 6 schools. In OCONUS assignments, Army children attend DODDS. The Family Panel heard reports from parents in CONUS that overseas assignments were sometimes not desirable because of DODDS schools. On the Family Panel trip to USAREUR, DODDS schools were visited and are reported separately in this document.

Youth Services. Youth Services offer social and interpersonal development programs and sports and recreation opportunities for Army youth. A number of problems face Army youth, parallel to those facing civilian youth, such as alcohol and drug use, divorce of parents, child abuse, boredom and alienation. Army youth also face the stress of relocation, involving changing friends and schools, and family separations because of training, field duty, and PCS moves. Youth Services attempts to implement proactive programs to prevent dysfunctional behavior that can arise because of the stresses and problems faced by today's youth.

Youth Services impacts readiness and retention in a number of ways. The DOD Survey showed that over fifty percent of today's Army youth become tomorrow's soldiers, and adequate youth services can contribute to continued recruitment of these youth. Newly recruited Army youth who respond positively to the youth development programs are also likely to be more psychologically fit. Secondly, if soldiers' children are dissatisfied, this impacts on the soldiers' well-being and mental readiness. The soldiers with teenaged children are usually highly-trained soldiers in key positions, with major responsibilities for the readiness of their units and their families. Their readiness and retention is particularly critical for the Army of today and even more so for the

Army of the future. Finally, there are multiple negative outcomes in dealing with dysfunctional youth: lost duty time for both the soldier and command, community as well as educational disruption, decreased morale, expensive remedial services, and early return or mandatory relocation moves. If the incidence of dysfunctional youth/family behavior can be reduced by proactive programs, then readiness is enhanced.

Youth Services seems to be operating positive and innovative programs on reduced budgets. There needs to be more emphasis on teen recreation other than sports, to include youth self-development classes of varied and stimulating programs. There is a need for even more programs OCONUS, where differences of new culture can result in increased alienation of youth and thus a greater need for youth programs. Research is needed on the needs and preferences of Army youth, and the Army youth who later become Army soldiers should be surveyed about their prior involvement with Youth Services.

Morale, Welfare, Recreation (MWR). This program offers a potpourri of services essential to the well-being of families and soldiers, many of which are required by law to be self-sustaining. They are supported in part by non-appropriated funds and by profits from money-making activities such as the Post Exchange, Commissary, Bowling Alley and Club System. Of real importance from the Family Panel's perspective (and only briefly discussed earlier in this document) are those MWR activities which support the single soldier. With the recent emphasis on families, single soldiers expressed the perception that their needs have become secondary. For single soldiers, also experiencing being away from home and extended family, often learning to be independent and self-sufficient, MWR activities offer a healthy outlet for leisure and recreational time. Athletic facilities, auto and craft shops, bowling alleys, and Enlisted and NCO clubs were most often cited as having a positive impact on single soldier morale and well-being.

## ARMY FAMILY SELF-SUFFICIENCY

In interviews conducted by the Family Panel with a broad spectrum of soldiers and spouses both in CONUS and in Germany, the Family Panel tried to ascertain whether Family Programs contributed to individual and family self-sufficiency or did they

make soldiers and families too dependent? The overwhelming consensus was that the Army is taking very seriously the training and education of soldiers and families to use the services and facilities provided by way of QOL and family programs, while at the same time emphasizing that soldiers and families manage their own affairs responsibly. The Panel recognized an amazing increase in maturity and ability to cope in soldiers and families after only one or two years of service. Time spent during the first enlistment on training to manage personal affairs to include personal finances, parenting, and meeting basic family needs, is time well spent. This emphasis on learning how to plan and make decisions is of value to the Army and the soldiers, and should be reinforced.

There are a few remnants of past policies which do not recognize spouses as responsible and self-sufficient persons. In some places, they are not allowed to sign for quarters or furniture, and in other cases their power of attorney is not recognized for certain actions. A substantial increase in family independence and self-sufficiency has resulted from the elimination of these old practices, and the Army should be actively searching out similar policies to change or eliminate in recognition of the current Army dependence upon independent and self-sufficient families.

A major dilemma for the Army today is the role of single parents and their ability to be self-sufficient and still meet the Army's mission requirements. This is a particular problem in units which require a heavy proportion of shift work, or which are subject to deployment for extended periods. Many examples of resentment by other soldiers were heard by the Panel in situations where the single parent was excused from duty because of illness of the children or the inability to find or to afford suitable child care. Particularly in USAREUR, resentment was expressed toward single parents who were given preference for government housing.

Another commonly heard inequity during Family Panel visits to installations concerned a different QOL between single and married soldiers, particularly at the senior NCO level. While it is necessary that some inequities in the military must exist to meet the level of readiness required, the rationale for other inequities in the Army was far less apparent. If the self-sufficiency of soldiers and families is important, it is necessary to understand whether inequities result from valid reasons, because of actions by the groups who are criticized (e.g., women, single parents, married or

single soldiers), or because the organization has not adjusted to a changing demographic makeup. The Family Panel believes that today's soldier can tolerate the existence of inequities as long as they realize the reason the inequities exist. Therefore, the Army must address these perceived inequities which decrease self-sufficiency and mission effectiveness.

## THE ROLE OF ARMY LEADERS

The 1987 Annual Survey of Army Families concluded that:

- \* Army families are strong and support the Army
- \* But there is some dissatisfaction with unit leadership and support.

This latter finding is not startling. It does, however, identify the focal point to create a positive environment for Army mission success and for Army family self-sufficiency and improved quality of life.

Greater awareness of family needs and their bearing on the Army mission is simply enough stated and widely acknowledged, at least officially by Army leadership. Implementation, however, is not uniform and thus demands thoughtful recommendations and follow up. One means to ensure awareness is by calling attention to the relationship between family needs and mission success through all the existing means of communication in the Army. Another method is to build an understanding of this relationship into the curricula of Army schools, particularly NCO and officer training courses.

The variety of commitment to family well-being at the unit level may well be the result of differing missions between units or different levels of commitment from unit leaders. The Family Panel found resounding evidence that the unit leader's role in family well-being is key. One of the most significant determinants of the Army's handling of issues relating to the family is the part played by NCOs. The NCOs interviewed by Family Panel members at Fort Bliss's Sergeants Major Academy were willing to deal properly with family issues as part of their responsibilities, but they felt ill-equipped to do so.

Research shows that unit leaders currently spend 15 to 20 percent of their time dealing with family matters.<sup>14</sup> While this figure agrees with the Family Panel findings for battalion commanders, the percentage of time spent on family matters for company/battery commanders and first sergeants was uniformly reported to be over 50%. This is, in and of itself, a readiness issue. If effective family programs can reduce this percentage, then that time is available for other mission-related concerns. If that time cannot be reduced, then it can be evaluated so that it is spent on those activities that most effectively impact retention and readiness.

Recognizing that the primary responsibility for family well-being resides at the unit level has several advantages. A unit orientation allows local priorities to be met within DA guidelines. The particular types of families within a unit, to include traditional families, single parents, dual career couples, or single soldiers, can be better served with local autonomy. The unit leader has both responsibility and authority to influence family well-being. In addition, the problem of information dissemination works better in a unit chain-of-command than in policy statements from DA. Finally, by working at a unit level with families face-to-face, unit leaders' endorsement and support of family programs can be improved. These advantages, of course, assume a committed commander, one who has been educated from Day 1 to believe that family well-being not only impacts mission success, but is part of mission success.

Local initiative with proper guidelines and resources also allows for increased family self-sufficiency. Families can be self-sufficient when they are included in the community in an advisory or policy-influencing manner. Inclusion in family programs increases soldier and family commitment to the community and the mission of the community members. Involvement ultimately decreases grievances about the Army which are otherwise time-consuming and demoralizing. Family member involvement in quality of life matters allows family members and soldiers to impact their own lives in a positive manner.

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<sup>14</sup> Joel M. Teitelbaum, Combat Readiness and Family Stress, Walter Reed Army Institute of Research, 1988.

The Army, through its schools and by example, has institutionalized a superior regimen for instruction and counseling soldiers in technical skills, motivation and morale, individual and unit. However, the Army has not developed a similar expertise in dealing with family issues. Make no mistake, the Army's national defense mission is understood. Nor is there a desire among Family Panel members to turn the Army into some sort of military version of a welfare state. Rather, the Army is being advised to provide some resources to routinize an effective method to handle family problems much the same way the Army has in the recent past dealt with drug and alcohol abuse problems. Indeed the successful reduction of alcohol and substance abuse within its ranks has strengthened Army warfighting capability, allowed soldiers to focus with renewed vigor on their mission, and make a societal contribution as well. Nor has implementation substantially deflected the Army in time or resources from its primary mission.

As stated above, NCOs interviewed throughout the Panel's study recounted that they already spent substantial amounts of time handling family problems. Most first sergeants stated that they already spend over 50 per cent of a 12 hour work day dealing with soldier/family type problems. But, they voiced real concerns about their lack of training or adequate instruction. Furthermore, they noted the lack of a directory or referral service to direct soldiers to specific programs, finance regulations, and other benefits routinely offered by the Army. NCOs were often unaware of the many and varied Army plans, programs and assistance already in existence. They gain information on official services largely by talking with each other informally on such vital issues as advance pay for moving, the allotted amount of household goods permissible to ship to a new assignment, the volunteer services available, and the like.

Both in interviews and in the various Programs of Instruction (POI), the Family Panel detected a lack of time allotted to family issues in the NCO curricula. In the POI for the United States Army First Sergeant Course, for example, a two-hour block of instruction entitled "Sole Parents and Family Care Plans" was provided in an 8-week course. But no specific blocks of time were found for family type issues in the following courses: Sergeants Major Course, Personnel and Logistics Staff Noncommissioned Officer Course, and Senior Noncommissioned Officer Operations and Intelligence Course.

Therefore, the Family Panel recommends that Family Awareness Training for unit leaders be evaluated, updated, and incorporated in all leadership training programs in terms of the findings of this Panel and available research from WRAIR, ARI, and Rand Arroyo Center. Leaders at all levels need training in the extensive impact of leader behavior on family well-being, and therefore, on readiness and retention. Military leaders particularly need training in the different leadership style required to influence family members as opposed to leading troops.

The Family Panel recommends further that Army curricula for Sergeants (E5) to Sergeants Major must provide for instruction on family needs. Such training needs to be implemented early in the career of a junior sergeant. This instruction must go beyond noting the link between unit welfare and family well-being. Such instruction should be directly targeted and labelled; much instruction already presumes the concept of "taking care of soldiers." A block of instruction within NCO and officer courses should, for example, provide counseling techniques and practical methods of handling problems. Sergeants need the ability to deal with spouses who call upon them to solve family problems, for example. The goal is not to train counselors, but rather familiarize leaders with a few basic skills and techniques so that they can better concentrate on military missions, having resolved or referred effectively and efficiently any soldier and family problems.

In addition, there needs to be a concentrated effort to publicize and distribute the various assistance policies and programs available to soldiers and their families for such problems involving transfers to other locations, sports and recreational programs, descriptions of posts and living quarters. One means is to produce an Army-wide directory of services. The use of computers, which would allow worldwide directory access, would also allow immediate updates to programs and information. While the format of such a directory should be standard, the listings should pertain to local references. NCOs and officers should receive hard copy, instruction on computer access, and receive a review of the contents. They would then have a ready guide for authoritative referrals. Such a directory and related decision support system would facilitate the handling of soldier and family problems, and just as importantly, would free NCOs and officers from direct involvement in family issues, allowing them to concentrate more fully on military missions.

## ARMY FAMILIES IN EUROPE

During a one-week trip to USAREUR, four members of the Army Science Board Family Panel traveled to five communities representing V Corps, VII Corps, and 21st Theater Army Area Command. Each community gave a general brief on their structure, services, and demographic characteristics. Panel members visited DODDS schools, child development centers, and family quarters. Focus group interviews were conducted in each community with groups representing:

- Junior Enlisted Soldiers
- Junior NCO Leaders
- Senior NCO Leaders
- Company/Battery Commanders
- Battalion Commanders
- Parents of Child Development Services Users
- Parents of DODDS Students
- DODDS Teachers
- DODDS Administrators

Approximately 28 percent of the U.S. Army worldwide serves in USAREUR. Soldiers and families are spread throughout Europe on 848 installations, in 39 communities ranging in size from 14,592 soldiers and 10,500 family members in US Military Community Activity, Nuernberg to 199 soldiers and 250 family members in US Military Community Activity, Burtonwood, United Kingdom. Each community is tasked to provide services comparable to U.S. cities to include logistical, engineering, educational, medical, recreational, and social services. Often the community infrastructure which one would expect from a surrounding American locale is unavailable on the German economy.

Across USAREUR, several consistent patterns emerged. The Family Panel feels strongly that needs in Europe are identical to those expressed above, but apparent in much greater magnitude. In some cases, problems reflect shortfalls to meeting basic family survival needs, not "nice-to-have" extras to make living more comfortable.

\* HOUSING for many soldiers and families is unavailable or inadequate. This was clearly revealed in a 1988 report by the Commander-in-Chief, USAREUR, to the Congress of the United States.<sup>15</sup> Approximately 50% of soldiers live in barracks, many of which are considered substandard. Government-owned or leased housing is available for only about 25% of Army families in Europe. In some communities, single soldiers are living four to a room which was designed to house two. Single female soldiers are at times assigned to unrenovated barracks where toilet facilities are designed primarily for males. Senior NCOs are living in enlisted barracks in facilities identical to E-1 to E-4 soldiers. Privacy is often nonexistent. Soldiers may spend two to four years living out of a trunk or suitcase because of lack of space for even limited personal belongings.

Families are waiting up to six months for economy or government housing. The government is spending enormous amounts on Temporary Living Allowances (TLA) to house families in hotels, often for months. Commanders report that soldiers of all ranks are unproductive until permanent housing is found. Economy housing is expensive and adds second-order problems for families, to include transportation to work and services, yearly adjustments to utility bills which cannot easily be budgeted for, isolation from American community support, and for some, problems with landlords. The Guaranteed Rental Housing Program (GRHP) is a partial remedy to this problem. Housing was designed for a post-World War II, unmarried Army. Present day statistics show the immediate and essential need for more government housing for U.S. soldiers and families in Europe.

It should be noted that families and soldiers living in government quarters and renovated barracks are generally satisfied with their circumstances. As indicated in the paragraphs above, the problem is with insufficient available housing and overcrowded, unrenovated barracks.

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<sup>15</sup> GEN Glenn K. Otis, Special Report to Congress of the United States: Living and Working Conditions in United States Army, Europe, Headquarters, USAREUR and Seventh Army, 1988.

\* MEDICAL CARE for soldiers, families, and qualified civilians in USAREUR is sadly lacking. Hospital facilities are centrally located, often far from a soldier's duty assignment. Commanders report that soldiers miss an entire duty day in order to take advantage of a 15-minute hospital appointment for themselves or family members. Often that appointment has been granted only after several months wait for an available slot. Understaffing of clinics and hospitals, thus overworking medical professionals, results in the patient perception of poor service, a distrust in the quality of care, and the expression of eroding benefits.

Aspects of the medical service which received particular attention were Exceptional Family Member Program (EFMP) (to be addressed also under DODDS) and Behavioral Counseling Services. Services for EFMP are mandated by law, and certain Army communities are designated to provide particular services. Soldiers with exceptional family members are to be identified and assigned on that basis. Communities report that EFMs are arriving without prior identification and in such numbers that they are overtaxing available resources. Commanders report that they are receiving soldiers who do not fit their Military Occupational Specialty (MOS) requirements because the soldiers must be assigned to communities with EFMP services. This results in both a shortage for some positions and an oversupply for others, which directly impacts readiness.

The inpatient alcohol treatment program for soldiers and family members was cited as a success. Army-wide drug usage is decreasing and USAREUR appeared to be following this same trend. Anecdotal information gathered during interviews indicates that drug problems appeared to be lessening, and alcohol is now believed to be the more abused substance. Needed outpatient treatment and preventative counseling program for drug and alcohol abuse has serious deficiencies. The need for preventative counseling for students (also to be addressed under DODDS) for drug and alcohol abuse, behavioral and emotional disorders, and family counseling is of particular concern to all groups interviewed. Commanders and DODDS staff and faculty cited a pressing need for teaching parenting skills, particularly to young, single parents. Medical care on the German economy is considered to be good and affordable under CHAMPUS.

\* CHILD CARE alternatives are not adequate for the number of soldiers' and DA civilians' children in Europe. Child Development Centers and most Family Day Care providers are praised, but demand far exceeds supply. Child care for the Army, and particularly in USAREUR, is a basic need, not a "nice-to-have." The number of single parent soldiers and dual military soldiers with children is constantly increasing. Assignments to USAREUR for these soldiers mandate they have on file a Day Care Plan as well as a Noncombatant Evacuation Operations (NEO) plan for their children's return to CONUS in the event of war. If a soldier cannot satisfactorily complete these requirements in sixty days, he/she can be returned to CONUS or discharged. Waiting lists for center-based day care vary from two to twelve months. Family day care is often unavailable or expensive. Readiness is directly impacted when soldier-parents cannot respond to alerts, deploy to the field, or attend to tactical mission obligations because the hours of child care are too limited, or the care is not available.

\* DEPARTMENT OF DEFENSE DEPENDENT SCHOOLS (DODDS) operate in overcrowded, often substandard facilities without resources to handle the diverse needs of military children. The creativity and resourcefulness of some DODDS teachers and administrators is to be commended in the adverse conditions under which they work. Construction projects for DODDS facilities were reported as disapproved at DOD level or delayed after approval. There appears to be no effective constituency or proponent for DODDS needs despite efforts by USAREUR, DODDS-USAREUR, and parents. Immediate construction and renovation of DODDS facilities is a critical need.

There are second-order effects to the lack of facilities. Resource teachers and services are constantly on the move, decreasing their effectiveness. One school is located at eight different sites, and some schools lack transportation to the main building and its facilities. Remote sites may be without bathrooms and running water. EFMP programs are frequently conducted in the hallway or the locker/shower room. Playgrounds are lost due to the placement of mobile classrooms or other community buildings. Students compete with soldiers for use of community gyms because the school has none. Students may have only 15 minutes for lunch and may not be allowed to talk so the multi-purpose/lunch room can be used for instructional space.

Despite these incredible hardships, teachers and administrators seem optimistic and dedicated. Mandated programs for talented and gifted students and EFM's are conducted, but often cannot meet the demand. The students who seem to suffer the most are those with behavioral or emotional (rather than physical) disabilities and those who are average to low average learners. Overcrowded classrooms, a dearth of compensatory education programs, and a woefully understaffed social work or behavioral counseling resource leave a void for meeting the developmental needs of those groups.

Military children whose families move frequently, who are uprooted from schools, friends and communities, whose parents are often separated because of field duty, temporary duties (TDY), or unaccompanied tours, suffer higher than normal levels of stress. When the impacts of mobility are coupled with typical adolescent peer pressure, culture shock, and inadequate facilities for education or recreation, it is not surprising that the school children in DODDS exhibit higher than normal needs for behavioral counseling and family therapy. Parents, teachers and administrators alike report that staff to provide expected levels of counseling for severe behavioral disorders, drug and alcohol abuse, and even suicide threats are simply not available. WRAIR studies indicate that after an adjustment period, most high school age youth adapt well in the OCONUS DODDS environment.

Satisfaction with DODDS schools varies by community and seems to be related to (1) the amount of influence parents feel they have on the local administration, and (2) the degree of mutual involvement between the school and community leaders. School Advisory Councils (SAC), mandated by Congress in 1978, were seen as a step in the right direction, but often largely ineffective. Local administrators retain high autonomy for decision-making and may choose to accept or reject SAC input. In some cases, local administrators within the same community did not collaborate even with one another, so different schools in the same community had different policies or schedules. SAC leaders expressed the need for direct communication from DODDS Headquarters on policy issues, so they are not at the mercy of local administrators who were often selective in the information or policies they conveyed to parents.

Schools were viewed positively when involvement and collaboration between the school and the community was high. Conversely, schools were viewed more negatively when this cooperation did not exist. Community involvement in the selection

of administrators was lauded. While this practice was cited only at the superintendent level, it was advocated at the principal level as well. The community Overwatch program which assigns a military unit to the school as a first resource was commended by school and community leaders. Efforts to integrate DODDS staff and faculty into community activities such as chapel, clubs, recreation and social services increases community cohesion. The payoff is beneficial to DODDS personnel who express feelings of isolation and second-class citizenship, as well as to military and family members who benefit from educators who better understand the military way of life and accompanying stressors.

Detrimental bureaucratic constraints within the DODDS system were identified as: (1) the long lead time for ordering supplies through a centralized system; (2) the inability to project enrollments and the long response time for adding positions when enrollments exceed projections; (3) the requirement to accept EFMP students even without records (which has resulted in students with institutional backgrounds and needs being mainstreamed); and (4) the lack of an effective appeal process through the DODDS administrative hierarchy.

These four areas (housing, medical, child care, dependent education) reflect the crucial and basic needs of Army families in Europe. There are no-frill requests in these four areas--they are primary needs of soldiers and families in the married Army of today.

The question arises as to whether the Army should send families to Europe or other overseas assignments. The answer based on the Family Panel findings is an unequivocal, "YES." Commanders at all levels said that a married Army is more stable than an unmarried Army. A soldier with accompanied family is more productive than a soldier worried about his/her family in the States. A soldier without his/her family will have different kinds of problems which also decrease readiness. The bottom line message from commanders and soldiers was, "Don't send families home!"

To add support to that argument, one only needs to look at Korea. Despite the majority of assignments in Korea being designated as non-command-sponsored, the number of unauthorized family members exceeds the number of command-sponsored. Of the total 10,199 family members in the Republic of Korea, 55% or 5,636 are non-command sponsored. (See Glacel ASB report on Korea). American citizens are free to travel and live where they choose.

Whether the Army command officially recognizes families or not, their presence and their welfare impacts the soldier and the readiness of the unit. Whether sponsored or not, American families will flock to Europe where the western culture and standard of living is closer to our own.

## **CONCLUSIONS**

The question for the Army is: What services should be provided to soldiers and families? On a humanitarian plane, it appears obvious that U.S. soldiers should receive the same QOL and access to services that their defense provides to the population as a whole. In the United States, this quality of life and access to services is more likely to be available from the civilian community if not from the Army community. In overseas locations where civilian services are not readily available, the Army may need to supplement services to maintain an acceptable QOL.

Even more important than the humanitarian argument, however, is the practical one. An individual cannot be productive in any effort if basic needs of safety, shelter, and sustenance for self or family are not met. The fact that some Army communities, particularly in USAREUR, cannot meet those needs for soldiers and family members directly reduces readiness, especially in the European theater that U.S. policy has named our #1 priority to defend. So, on a practical, mission-oriented, readiness level, it is imperative that these basic soldier and family needs be met.

## **STATEMENT ON CONFLICT OF INTEREST**

An initial review of the participants list and the Family Panel's Terms of Reference by the Office of the General Counsel, Department of the Army, determined that there were no apparent conflicts of interests. Throughout the course of this study, panel members have been sensitive to the requirements to report any conflicts which might occur. No such conflicts have been apparent nor have any been reported.

## **FINDINGS AND RECOMMENDATIONS**

**FINDING:** Readiness and retention are enhanced by a strong, supportive family unit and degraded by family stress or concerns about family welfare.

**RECOMMENDATION:** Continue to stress and improve family programs, seeking and implementing methods of meeting the needs of Army families in all theaters, to include those recommendations in this Study.

**FINDING:** The care and well-being of Army families is part of the unit leader's mission, not an adjunct responsibility or burden.

**RECOMMENDATION:** Educate unit leaders at all levels as to the critical impact of families on soldier satisfaction, and hence unit performance and must be held accountable for the success of family programs in their units.

**FINDING:** Unit leaders at all levels are the key to successful implementation of family and QOL programs.

**RECOMMENDATION:** Evaluate and update Family Awareness training based on the findings of this Panel and research from WRAIR, ARI, and Rand Arroyo Center.

**FINDING:** NCO unit leaders report that they typically spend over 50% of a 12-hour work day on soldier and family well-being.

**RECOMMENDATION:** Expand Army curricula for Sergeants (E5) to Sergeants Major to provide instruction on soldier and family needs and counseling techniques.

**FINDING:** NCOs report a difficulty in accessing information on QOL programs and policies affecting soldier pay and allowances.

**RECOMMENDATION:** Develop a computer-based Army wide directory of services and decision support system to allow worldwide access to information on policies and programs to assist soldiers and families.

**FINDING:** Functional and satisfied families provide the soldier with an essential psychological armoring that can be a combat multiplier in field situations.

**RECOMMENDATION:** Continue research by WRAIR, ARI, Rand Arroyo Center on the actual relationships and interactional impact of the unit, soldiers, and families on readiness.

**FINDING:** For some soldiers and families, basic needs for safety, security, and physical well-being which are the basis for job performance are not being met.

**RECOMMENDATION:** Determine the minimum acceptable level of pay and QOL programs and services that must be provided to ensure an Army of motivated and dedicated soldiers. QOL includes specific family programs as well as housing, medical, and integration of soldiers and families into the unit and community.

**FINDING:** Training for new enlistees on the management of personal affairs, to include personal finances, parenting skills, and meeting basic family needs, results in more mature soldiers who are better able to cope, and who are more self-sufficient.

**RECOMMENDATION:** Continue personal skills training for new enlistees through ACS, the unit, and other providers.

**FINDING:** Reduction of the budget for Defense expenditures will increase competition for scarce funds, potentially having a negative impact on quality of life programs.

**RECOMMENDATION:** Evaluate individual programs provided by the military for ROI and impact on readiness, retention, and family well-being. Expand cooperative efforts with private activities and service organizations in the civilian communities adjacent to military installations.

**FINDING:** Family issues play a significant role in the decision-making process of reenlistment.

**RECOMMENDATION:** Expand family and QOL programs, particularly Outreach efforts, for first term-enlistees in order to integrate them into the community and retain quality soldiers.

**FINDING:** Longer tours of duty increase reenlistment intentions and reduce the stress of relocation. Longer separations and greater number of PCS moves are related to lower retention rates.

**RECOMMENDATION:** Increase the length of accompanied duty tours and decrease the number and length of unaccompanied duty tours.

**FINDING:** Spouse employment is a factor in retention decisions. According to statistical evidence, Army spouses have a higher level of unemployment than civilian spouses. Spouse employment efforts by DA have a positive impact.

**RECOMMENDATION:** Continue and expand the spouse employment program by targeting the needs of young unskilled spouses, creating linkages with civilian employers, and increasing options OCONUS.

FINDING: The overlapping roles of soldier and parent are often in conflict.

RECOMMENDATION: Educate unit leaders to better balance and plan for time in garrison, in the field, and on TDY to allow soldiers to have planned and predictable time with their families.

FINDING: Available and affordable quality child care reduces stress and improves both readiness and retention. The Army provides quality child care, but in insufficient quantity and high cost.

RECOMMENDATION: Increase the availability of quality, affordable child care for all parents. Increase the hours of operation. Investigate options for care of sick children. Accept infants at the time parent must return to duty after childbirth. Seek statutory authority to permit soldiers' child care expenses to be paid directly by the Finance Center as an offset to base pay. Raise the employment grade, level of compensation, and training for child care providers.

FINDING: Youth Activities programs assist Army youth in meeting the stresses of adolescence and the increased stress created by the Army lifestyle. They have impact on the soldiers of tomorrow.

RECOMMENDATION: Increase resources for preventative and developmental programs for youth to decrease dysfunctional behavior. Investigate the relationship between Youth Activities programs and the Army youth who later enlist.

FINDING: Relocation Assistance Programs reduce family stress, but their service delivery is limited.

RECOMMENDATION: Fully fund and implement improved service delivery for Relocation Assistance Programs. Educate Army families to use relocation resources. Consider longer tours and use of more COHORT units to minimize relocation stress.

FINDING: The Sponsorship Program has uneven effectiveness, is least effective for lower enlisted personnel, and does not include families.

RECOMMENDATION: Increase command emphasis, training and incentives for good sponsorship. Increase pinpoint assignments. Increase tour length to minimize relocation. Increase COHORT unit rotation to reduce individual sponsorship needs. Make families a part of the sponsorship program.

**FINDING:** Outreach efforts are effective means to integrate new enlistees and their families into the military community to educate them as to their entitlements and available services, and to make them more self-sufficient.

**RECOMMENDATION:** Increase funding for community outreach efforts and junior enlisted centers to facilitate community integration and family self-sufficiency.

**FINDING:** FSGs are cost-effective means of increasing family self-sufficiency particularly in times of deployment. They function best when operated in democratic fashion at the small unit level.

**RECOMMENDATION:** Continue use of FSGs and train unit leaders and spouses to utilize them to benefit Army families, unit readiness, and soldier retention. Expand research on family support and unit social climate.

**FINDING:** The soldier must prepare his family for his possible unexpected deployment to combat.

**RECOMMENDATION:** Develop a list of items a soldier must execute to prepare his family for his possible deployment, which may be unexpected. The list would include such measures as ID cards, powers of attorney, allotments, joint ownership, joint banking and other accounts, will, and others.

**FINDING:** The AFAP process has been successful, but has potential for greater success through better feedback on issues to local posts and clarification of whether problems have been solved or merely addressed.

**RECOMMENDATION:** Improve downward communication as a result of the AFAP process. Specify correctly which issues have been addressed and which issues have been solved, as opposed to what tasks have been completed.

**FINDING:** Some policies remain which do not allow Army spouses to operate as self-sufficient and responsible adults. In those cases, soldiers must take care of personal family demands during duty time.

**RECOMMENDATION:** Search out any remaining policies which do not recognize the spouse as responsible and self-sufficient. Eliminate those policies and educate those who implement policies to serve spouses equitably in order to relieve soldiers from non-duty requirements.

**FINDING:** Policies exist within the Army that permit differential treatment of various categories of soldiers. Unit leaders do not understand in many cases the rationale for these inequities, and therefore, cannot explain them to their soldiers.

**RECOMMENDATION:** Appoint a task force (perhaps headed by a former Sergeant Major of the Army or former The Inspector General) to examine all inequities that exist in the treatment of different categories of soldiers. Direct the task force to recommend which inequities are acceptable based on public law, military readiness, or other requirements. Explain to soldiers and unit leaders why some inequities are necessary. Eliminate those inequities without rationale.

**FINDING:** The Family Panel heard reports of inequity in treatment between single and married soldiers and between single parents and non-single parent soldiers.

**RECOMMENDATION:** Address this problem and wherever possible correct the inequity in order to improve mission effectiveness and unit cohesion.

**FINDING:** Rehabilitation programs for alcohol abuse have been successful. Other counseling programs often carry a stigma, are hard to get into, or are unavailable. There is a deficiency in outpatient treatment and preventative counseling for drug and alcohol abuse and family counseling. This is particularly critical in Europe where local services are not available.

**RECOMMENDATION:** Immediately provide increased family counseling, preventative programs for drug and alcohol abuse, teenage pregnancy and suicide prevention, and training in effective parenting skills and family wellness.

**FINDING:** Family housing and single soldier housing in USAREUR is of insufficient quantity and sometimes substandard quality.

**RECOMMENDATION:** Increase GRHP housing. Complete barracks renovation. Educate newly arriving personnel not to bring families until housing is secured.

**FINDING:** Commanders in Europe report they do not want an increase in unaccompanied tours for soldiers in USAREUR.

**RECOMMENDATION:** Consider all possible options before making Europe an unaccompanied assignment.

**FINDING:** Medical care is insufficient with long waiting time for appointments and overworked medical personnel. PRIMUS clinics are positive alternatives but do not always coordinate with Troop Medical Clinics. CHAMPUS is not accepted by many health care providers and creates an additional expense and a negative cash flow for the soldier.

**RECOMMENDATION:** Increase utilization of civilian medical services with direct payment to them from the Army. Coordinate policies between PRIMUS and Troop Medical Clinics to avoid duplication of services. Allow unlimited availability of CHAMPUS. Train military families to use civilian services, particularly overseas. Pursue research on improving the delivery of Army health care services at installations, through civilian alternatives, and through PRIMUS.

**FINDING:** EFMP services in Europe serve physical needs of EFM's, but are severely overtaxed. Often EFM's arrive without prior identification. Limited services are available for behavioral disorders.

**RECOMMENDATION:** Implement mandatory prescreening of all families going on overseas assignments, to include school and medical records of family members. Increase funding for EFMP in Europe if EFM families are to be sent to those assignments. Include behavioral disorders under EFMP as appropriate. Increase research on EFMP community saturation effects.

**FINDING:** DODDS schools are often overcrowded and operate in substandard facilities without funding for personnel and space to handle the diverse needs of military children.

**RECOMMENDATION:** Plan for and provide construction and renovation in DODDS facilities.

**FINDING:** Students who seem to suffer most in DODDS schools are the average to low average learner and those with behavioral or emotional (rather than physical) disabilities.

**RECOMMENDATION:** Increase the number of personnel to meet special needs, such as special education and compensatory learning teachers and guidance counselors.

**FINDING:** DODDS schools are viewed positively when parents and school administration and faculty are able to influence each other. When that cooperation does not exist, DODDS schools are viewed less positively. Parents express concern about the quality of education in DODDS.

**RECOMMENDATION:** Create direct channels of communication between DODDS Headquarters and the School Advisory Committees (SACs). Continue and expand the use of parent/teacher committees to interview potential school administrators. Increase integration of schools and the community through Overwatch programs, social and community activities. Investigate an appropriate appeal process for parents and teachers beyond the local school administrator through the DODDS management structure.

# **ARMY SCIENCE BOARD**

**REPORT OF THE AD HOC SUBGROUP**

**ON**

## **THE ARMY COMMUNITY AND THEIR FAMILIES**

**MAY 1989**

**APPENDIX A**  
**INDIVIDUAL TRIP REPORT**  
**KOREA**

Army Science Board

Report on Families in Korea

Barbara Pate Glacel, Ph.D.

In December, I had the pleasure of spending 10 days in the Republic of Korea. The primary purpose of the trip was personal, but I was able to spend 2 days investigating Army family matters for the Army Science Board. (This trip was at no expense to the government.) I very much appreciate the efforts of Colonel Rich Entlich, Ms. Lucy Gardner, and Major Bill Barko for arranging my itinerary.

In Seoul, I attended part of the quarterly meeting of Army Community Service and Child Development Service Coordinators from throughout the Republic. Major Barko kindly arranged for me to speak with these DA civilians and military members about their communities, the families they serve and their needs. I met also with family members to include the ACS Volunteer Coordinator, a volunteer for Second Division families, and a working spouse. All of these women are in Korea with their officer husbands on command-sponsored tours. One husband is assigned to Eighth Army Headquarters in Seoul, while the others are assigned to the Second Division at Camp Casey and Camp Stanley with their wives residing in Seoul.

The ACS and CDS coordinators each outlined the programs, problems, and successful efforts for their posts, camps, and stations. Not unlike other Army installations around the world, the installations in Korea lack resources, volunteers and facilities for offering a full range of family programs. None the less, family programs are in force and Community Forums function throughout the Republic of Korea. Some effort has been made to hold joint service meetings where quality of life issues have joint implications. Input from local Community Forum meetings goes forward to the Commander's Advisory Committee on Community Life, which functions for Korea much like the General Officer Steering Committee functions for Department of Army. The Commander's Committee then forwards issues for the Army Family Action Plan.

According to statistics kept by the J-1, the number of family members in Korea has not changed substantially in the last 10 years, despite changes in the policies for services rendered particularly to noncommand sponsored families. Presently, under the auspices of a letter from General Menetrey (attached), Army communities offer services to noncommand sponsored families "within available resources." Major Barko speculates that only increased housing and educational opportunities would significantly increase the number of family members coming to Korea. Therefore, the efforts made on behalf of families now probably do not attract more noncommand-sponsored families. Approximately 75% of the

noncommand-sponsored families include Korean spouses who get support from their own extended families in Korea.

The major locations for families are in Yong Son (Seoul) and Pusan where the majority are command sponsored and have military housing and schooling. More housing is being built and old housing being renovated. Some enlisted housing in Pusan has been declared as substandard. Major concerns are for foster care for children, a treatment unit for adolescents, and a child development center in Pusan. Family members express concern about DODDS schools, particularly indicating that the DODDS officials are not open to input from parents about school policies and curriculum.

South of Seoul, there are also families, many noncommand-sponsored, in Pusan, Taegu, Camp Humphries and smaller areas. Outreach efforts are the key to successful integration of the families into the military community and the Korean culture. Noncommand-sponsored family members range from 20% to 90% of the total family members in the community. The most important individuals for meeting family needs are the post or unit commander, ACS coordinator, the CDS coordinator (if there is one) and the chaplain. Some concern was expressed about the necessity for preparing Chaplains for family needs in remote areas. In one case, a chaplain's response that he was there for the soldiers, not the families, left families in want of key information and moral support which could improve their situation as well as relieve the soldiers of time commitments and worry.

A major effort for cross-cultural education is required, not just for American families in Korea, but for the Korean spouses of American soldiers. "Groom schools" and "Bride schools" are offered, as well as English As A Second Language to Korean spouses. The benefits of these efforts often are reaped when the families return to the United States. Children of Korean-American marriages also need support before their return to the United States if they are to be integrated into the American education system. Efforts in this area seem to be localized. Identification of the problem and its impact on the Army is only the first step in meeting a need which has implications for a soldier, his/her family, and the Army community long after the Korea assignment.

ACS and CDS coordinators indicated there is a shortage of treatment people in Korea, particularly for family advocacy. Exceptional Family Member programs, and social workers.

Families in the Second Division are primarily noncommand-sponsored. Those who are command-sponsored are the families of O-5s and O-6s whose families live in Young Son. The soldiers and noncommand-sponsored families are spread out among 21 separate installations north of Seoul. A Mobile Bus outreach unit is used to contact families in the small villages and to meet their needs. Medical service is available to

families at Troop Medical Clinics on a space available basis, or at the 121st hospital in Seoul. The biggest problem is the lack of educational facilities. Private schools run by the wives or by church groups meet some needs. Many children, however, stay at home and are not educated. Many children speak no English and are unprepared for American schools when the soldier rotates back to CONUS.

Command support for noncommand-sponsored families in the Second Division is considered to be good within the limited resources available. Several local commanders have allowed exceptions to policy to help family members. These exceptions, such as medical care, PX and commissary privileges, access to the post and its facilities, seem to be warranted to save the soldier time and effort for non-mission activities.

Command-sponsored families with soldiers assigned in the Second Division have different issues. For the most part, these families are commanders' families. The Army has requested a command partnership of these families and has instructed the spouse at the Pre-Command Course on how to assist in the Army Community. When assigned to the Second Division, however, the couple lives apart and the spouse is not authorized to use official transportation even in support of unit functions. Moreover, the officer is not allowed to use official transportation for "duty to domicile" in order to see the family on weekends. There is a contradiction in the Army's request for this family to support the Army unit as partners when the Army's policies also make it difficult to function as partners.

Second Division spouses expressed uniformly that they felt they had been invited to Korea under false pretenses because of this contradiction. They expressed a wish for better "indoctrination" for both command-sponsored and noncommand-sponsored spouses, especially those where soldiers were assigned to the Second Division and Combined Forces Area. To quote, "If command is a partnership, then provisions must be made to get the partners together. Morale would soar."

In the Second Division, specifically at Camp Pelham, I met with noncommand-sponsored enlisted families through the assistance of Chaplain (CPT) Wylie. He is both the outreach coordinator for the western corridor and the family liaison representative for Camp Pelham. His active involvement with the noncommand sponsored families underscores the importance of having a willing and active chaplain who serves beyond the immediate religious needs of the soldiers.

The twelve American wives in the group I met were of the most interest to me since they had made a conscious decision to leave the security of home and extended family to travel thousands of miles from the U.S., to spend a significant amount of money, and to live in a foreign culture (often quite primitively). Their average age seemed to be about 21 years.

Most had babies or toddlers. One wife was on her second noncommand sponsored tour in Korea. She had been childless on her first tour and now she has an 8 year old daughter. She teaches her daughter at home with approved curriculum and under supervision by the state of Texas.

The living conditions for most of these young families are stark. They live in one-room, cold water flats without bathroom or kitchen facilities. "Bathrooms" are outhouses consisting simply of holes dug in the ground or "honey buckets" kept inside the room. They heat their rooms with ondol heaters located both under the floor boards and in the middle of the room. Ondol uses a charcoal-type fuel which can cause carbon monoxide emissions when not properly vented. The charcoal briquettes must be changed every 4-6 hours. The wives have learned to cook on the ondol heaters, and they trade ondol recipes.

In my meeting with the dozen American wives, I asked four questions:

1. Why did you come to Korea?
2. If you had known then what you know now, would you still make the decision to come?
3. What can the Army do to dissuade you from coming?
4. Now that you're here, what can the Army do to help you?

Their reasons for coming to Korea were simple: to keep their families together. Several were newly married and did not want to start the marriage relationship with a separation. Several had new or young children and wanted their husbands to fully experience the child's development. Several said they wanted to meet their husbands' physical and emotional needs rather than risk losing them. The wife on her second tour said she wanted her daughter to experience the true values of family, of love, of giving to others, rather than knowing only-the materialism she had become accustomed to in the United States. Finally, several said it was cheaper to come to Korea than to pay the phone bills!

My second question, would you now make the decision to come knowing what you know now, brought mixed responses. Even with some ambivalence, however, at least 75% responded affirmatively. They compared their experience to a great camping adventure. They knew it wouldn't last forever. They enjoyed the unique opportunities and their sense of independence. Being with their husbands made the hardship worth it. The 25% negative responses were a result of perceived racial prejudice, cultural misunderstandings, and in one case a legal dispute with a landlord.

Along with the surprisingly positive response indicated above, the answer to my third question was a simple reply: "nothing". The Army could do nothing to dissuade the wives from coming. All indicated that their husbands had prepared them realistically for the primitive living conditions, the priority of mission over family, and other hardships they would endure. Even the wives who had decided to go home ahead of their husbands and who would not have come knowing what they know now frankly admitted that nothing could have deterred them in their original decisions to follow their husbands. In fact, several husbands and parents had made the effort and failed.

These young women are akin to the pioneer women of America, following their husbands and instilling the values of family and society into the Army community even at remote sites. Their stories reminded me of I Married A Soldier, or Old Days in the Army by Lydia Spencer Lane (1892) telling of the role of the officer's wife on the frontier.

If the Army cannot dissuade these pioneer spirits from going to Korea, but the Army chooses not to make Second Division Assignments command-sponsored, then what can the Army do to help the families that are there? Moreover, what can be done to help them that does not also attract more noncommand-sponsored families? In answer to my fourth question, I found their wants to be simple.

1. They want access to the camp and its facilities (to include PX, Commissary, laundromat, recreation center, athletic facilities)
2. They want to be treated with courtesy and have a forum to the chain of command.
3. They want to be allowed to eat in the mess hall (and pay for it) so their husbands don't lose their own ration while paying to eat with the family.

All of these requests had either already been met or have subsequently been met by exception to policy at Camp Pelham.

I was pleased at the policy statement from General Menetrey (attached) which recognizes noncommand-sponsored families. It is my impression that their presence does more good than harm. I went to Korea believing the opposite, but my mind was changed by the wives themselves and by Chaplain Wylie. At the time of my visit, the wives were baking daily in the Recreation Center kitchens to have Christmas cookies for the troops. They were participating in activities with the orphanage sponsored by 1/4 Field Artillery. They were supporting one another in order not to be a burden, and they were contributing a touch of home to the soldiers-at-large, reaching beyond their own husbands.

I believe the Army should continue to assist the noncommand-sponsored families to meet their needs. In addition, the Army needs to take a hard look at the needs of

the Second Division wives living in Seoul. They are in a limbo, being command-sponsored but separated. There needs to be an exception to policy at least for official transportation to allow these wives to participate with their husbands in Second Division activities and to visit on weekends. The need to prepare Chaplains to meet family needs should also be addressed.

This initial look at families in Korea raises questions which might be further addressed in an Army Science Board study of Army families.

# **ARMY SCIENCE BOARD**

**REPORT OF THE AD HOC SUBGROUP**

**ON**

## **THE ARMY COMMUNITY AND THEIR FAMILIES**

**MAY 1989**

**APPENDIX B**  
**INDIVIDUAL TRIP REPORT**  
**FORT BRAGG**



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November 3, 1987

Colonel Richard Entlich  
Executive Secretary  
Army Science Board  
Department of the Army  
Office, Assistant Secretary  
Washington, D.C. 20310-0103

RE: Colonel of Staff Task Force Visit at Fort Bragg

Dear Colonel Entlich:

At twelve noon I was picked up at Kennedy Center by a Specialist 4 and driver. Lunch was at the C.P.O. Club with Milt Wofford, Civilian Director and Mrs. Davis (filling in for Milt's assistant). We were given a general rundown on operations.

After lunch we went to the commissary and met with Jim Perleth, Manager of Store, where he discussed the Store's operation (Store was recently remodeled). We walked through Store (2/3 of a mile long). In stopping about 6 spouses of all ranks we discussed the Store's operation. The spouses stated that the Store's prices are at least 25 to 30% less than off-base, good quality of food, fresh, and most name brands represented. The only complaint is that Store is open 7 days a week and only 3 evenings a week until 8:00 p.m., making it inconvenient for a one vehicle family to use Store readily.

From Commissary we went to Child Development Center and spoke with Mrs. Anderson, the Manager of Rodrigues Child Development Center. Very good operation, well managed, also takes care of Latch Key Kids after school. There is a waiting list of about 250. Really seems to be self-supporting. Main needs are more space to handle more kids.

Had dinner with Captain Hensen and his wife, who is also a Captain. They think that the Army still has problems with families and spouses but recognize that there has been much improvement in the last three years in the attention of Army to spouse and family problems.

Colonel Entlich  
11-03-87  
Page 2

Breakfast was with Colonel Loffert, Milt Wofford, Mrs. Davis, and Chaplain Peterson. Chaplain Peterson has many problems with having space for services and being able to provide services. If Army goes ahead and builds Family Center he could combine to utilize these facilities.

We next went to the 1 Stop Center where transferees check-in on arriving at base, operation seems to work okay but very little is available for spouses on check-in except to register for quarters and get on list. Housing is at a premium at the base and off-base housing is expensive and in poor condition.

Went from 1 Stop Orientation Station to Youth Activities Center. Very nice operation, discussed operation with some parents that were around. Facilities are under-used, poor location on base from housing, and problems with transportation from housing to gym after school. Have moved in travel agency into facility. Receives revenue of \$50,000 to \$75,000 per year based on 3% of volume. I think when lease is up, percentage for lease should be increased to 50% of net from travel agency - which should amount to an additional \$50,000 a year for youth programs. The present gym is under-used because of transportation problems for clients. There is a great need for a community activities center, especially in one that could serve the needs of the community plus the needs of the Chaplain.

I met with 13 mayors whom reiterated a need for a community center and better Health Services for spouses and families. All 13 mayors use off-base hospital services, there is a much shorter wait for services. Another offshoot of this was the fact that most medical institutions off-base waive the patient's 20% fee for services. This tells me that Champus is getting ripped off, either medical facility is charging 20% higher for services or at a minimum they are falsifying reporting records for reappointment. Usually they have to say in their Request for Reimbursement for Services that the patient has paid his 20%. At least three spouses stated this saving as well as the time savings for using off-base medical services.

There seems to be a perception in the field that resources in space and dollars are being spent in Washington and are not filtering down to installation level. Less guidance and more resources seem to be wanted at local levels. I found this feeling to be prevalent among both the military and the civilians I came in contact with.

Everyone I came in contact with that was involved in Family Support Services at Fort Bragg seemed to be dedicated to hard work and to the Army family. I would suggest that the first order of business would be to approve an additional Burger King to Ft. Bragg. It is pumping in roughly \$50,000 per month to Family Services and the base could easily handle another one.

Colonel Entlich  
11-03-87  
Page 3

Colonel Entlich, I am addressing this report to you as with the Chief of Staff eliminating the Task Force for I did not know to whom to address it to there. I have enjoyed serving on this committee and feel that it has accomplished much for the Army. I further believe that this committee should continue in some manner even if only as an Advisory Board to the community and family support center.

I think that this report may be of interest to General Rhame and Colonel Robinson. If you think it would be of interst to them, please forward them the necessary copies.

Again, as always I enjoyed spending a day with the troops and their families and hope to be able to do it again in the near future.

Sincerely yours,

*Billy*  
William M. Brogan

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**ARMY SCIENCE BOARD**

**REPORT OF THE AD HOC SUBGROUP**

**ON**

**THE ARMY COMMUNITY AND THEIR FAMILIES**

**MAY 1989**

**APPENDIX C**  
**INDIVIDUAL TRIP REPORT**  
**FORT JACKSON**



## Stephens College

Columbia, Missouri 65215 • (314) 442-2211

July 25, 1987

General Carl E. Vuono  
Department of the Army  
The Chief of Staff  
Washington, DC 20310-0200

Dear General Vuono:

As a member of the Army Science Board, let me congratulate you as the new Chief of Staff.

Several months ago, I mentioned to General Wickham that I would like to visit a few Army installations and relate in a face-to-face way with the troops. He gave his approval and encouragement.

Here is a report of our first visit:

In preparation for our visit to Fort Jackson, South Carolina, Virginia and I read Rand's working draft prepared for the Army entitled "Families and Mission: A Review of the Effects of Family Factors on Army Attrition, Retention, and Readiness." We are convinced that "Quality of Life is a readiness issue," and we believe with General George C. Marshall that "It is not enough to fight. It is the spirit we bring to the fight that decides the issue. It is morale that wins the victory." Fort Jackson's logo is "Victory Starts Here." The pride in their installation and their mission was contagious. We heard several times, "You have come to visit the best."

And Virginia and I came away again convinced that the Army is committed "to assuring adequate support to their families in order to promote wellness; to develop a sense of community; and to strengthen the mutually reinforcing bonds between the Army and its families".

Having lectured, done therapy, and visited over 30 Air Force bases around the world, we believe at this point in history, the Army is doing the best job family wise for its troops. It has recognized (especially through the efforts of General Wickham and Secretary Marsh) that it is now a family-oriented organization. It's a mostly married Army, and there are also 15,000 single parents in it. There is no stereotypical Army family - different families have different needs.

We arrived at Fort Jackson at 1430 hours 9 July and departed 1100 hours 11 July. During this time we had the opportunity to speak informally with soldiers (married and single) of Fort Jackson personnel. We toured the Post facilities, had excellent briefings and gave a report of our visit in an outbrief to the Commanding General, Chief of Staff, and the Directorate of Personnel and Community Activities.

We were generally impressed with what we saw and heard on our brief, but rather inclusive visit. We believe the Chapel/Child Development Center is one of the best facilities of its kind anywhere. The Army Community Service with a host of volunteers is exceptional. Mrs. Audry Wise, a civilian, provides outstanding leadership to this program. The Commissary is one of the finest we have seen. (Every Army installation ought to have a Strom Thurmond and Mervil Rivers in its district!)

Everyone we met was most cordial and helpful. The full compressed schedule moved right along. Effective pre-planning afforded us the opportunity to talk and visit with varied groups and on our own we were free to ask questions of soldiers anonymous! Colonel William Calhoun and Major Ben Owens are to be commended for their efforts here.

We gave specific feedback in the outbrief. Simple recommendations such as providing a van for newcomers to visit facilities on Post after the new group had seen a well prepared video presentation might increase attendance to the orientation session as well as reinforce available services and give reality to what was seen in the video. This will be tried on the next newcomers orientation.

Not surprisingly, our greatest concern was the hostile feelings expressed by the Drill Sergeants' wives. We understand that for eight weeks the Drill Sergeants are with their platoons from early morning to late at night and that this is a two year assignment. It was reported that sometimes there was very little time off before the closing of one eight week period and the start of another new period. The wives complained that there was not much time to work on their own marriages.

Another concern expressed by the wives was fraternization. There was reported sexual activity between the female privates and the Drill Sergeants. Some false accusations could be made by the female privates. It was felt that the females' word was always taken over that of the Drill Sergeants' word.

Some wives were concerned that husbands were working while sick, because there were few substitutes for them.

Another concern from spouses was that some fathers didn't get to see their children on Christmas because they had to supervise a few Privates who stayed on post because they had no where to go over the two week Christmas break. We are aware that some husbands may not want to come home to their wives. There was general concensus to the suggestion that training might end before Christmas, rather than start the cycle a week before Christmas and then give a two week break. There are scheduling concerns that need to be addressed by TRADOC. (The Post Chief of Staff was going to inquire into this.)

A good relationship apparently exists between the personnel at Fort Jackson and the townspeople of Columbia, South Carolina. I grew up in Sumter, South Carolina (30 miles from Columbia) and I know this area. I think most soldiers stationed here view it as a preferred assignment. This post has seen many an improvement since I took my enlistment physical there 43 years ago this month, during World War II. It was with some nostalgia that I, as a frightened 18 year old kid who had trouble urinating in a bottle along side some fifty other kids, returned after 43 years with the "military-equivalent rank of Lt. General!" To say the least my second visit was much more pleasurable than my first. I couldn't find the little wooden-frame building where I had to urinate in a bottle on command, but I did find the two bathrooms in the Dosier House (DVQ) most adequate!

We especially liked the Chaplains visiting Army families who live off Post the first month they are in Columbia. Don't ever sell the work and mission of the Army Chaplain short.

We had a satisfying outbrief. We got the feeling that our suggestions would be taken seriously.

We will give an extended verbal report the next time we meet with Army personnel at the Army Science Board in October at Fort Bragg, and at the General Officers Steering Committee on Soldiers and Families in November at Alexandria, Virginia.

I am convinced this kind of on site, practical research, interaction, and immediate feedback with Post commanders affords the best result for the dollar spent, which is very minimum. We do this WOC (without compensation). We are able to communicate this to the troops and we are able to say our report goes directly to the Army Chief of Staff. It's important for them to know their ideas and feelings will be heard. If family research doesn't do this, I don't think it does very much - no matter how much we spend on it.

In closing, please allow me a few paragraphs related to Army mission.

Some military analysts believe the Soviets plan to fight a lengthy, conventional war. The Soviets may one day try to encompass Europe, the Near, Middle and Far East, and all sea and ocean theaters.

Optimists believe that the threat of nuclear annihilation is so great that warheads may never be exchanged. It is easy to confuse protest against nuclear war with opposition to war in general. While nuclear war is widely regarded as being a strategy of no returns, conventional war retains utility as a political instrument and realistic defense.

Today there are 41 wars and armed conflicts of one kind or another flaring on the face of the globe, involving more than 4 million fighting personnel.

So you guys "be all that you can be" and Virginia and I can sleep better at night knowing the uniformed services are giving protection and deterrence around the world.

We wish you every success in your personal mission of leadership of a great Army team.

Peace and grace,  
*David Edens*  
David Edens, Head  
Family and Community Studies

DE:pt

# **ARMY SCIENCE BOARD**

**REPORT OF THE AD HOC SUBGROUP**

**ON**

## **THE ARMY COMMUNITY AND THEIR FAMILIES**

**MAY 1989**

### **APPENDIX D**

**MODEL FOR A QUALITATIVE RETURN ON INVESTMENT  
FOR QUALITY OF LIFE PROGRAMS**

## **A QUALITATIVE RETURN ON INVESTMENT MODEL FOR QUALITY OF LIFE PROGRAMS**

Similar to a quantitative return on investment (ROI), a qualitative ROI must be placed in a comparative context. The contexts will vary accordingly with the foci of the questions. Suggested contextual questions to complete a qualitative ROI analysis of Army quality of life programs follow:

1. Customer Context Do you achieve a higher return with one group of customers or another? (e.g. single versus married, male versus female, non-parent vs. parent...)
2. Program/Product Context Do you achieve a higher return with one program or another?
3. Market Context Do you achieve a higher return when the program is implemented in one market or another? (e.g. CONUS versus OCONUS; Army, Air Force, Navy or Marines; active versus reserve...)
4. Industry Context Do you achieve a higher return when dollars are expended on Weapon Systems Research, Development, and Acquisition, or Family Systems Research, Development and Acquisition? (Guns versus Butter)

It is important to note that these qualitative ROIs can be as "hard" as quantitative ROIs in that they can be validated and they can be based on logical proofs, instead of mathematical proofs

For each QOL or Family Program, all of that specific program's objectives and desirable outcomes should be elaborated. The achievement of these objectives and desirable outcomes and the extent to which they are achieved is the qualitative return on investment. The list of objectives should start with the following seven:

1. Quality accessions (recruiting)
2. Retention
3. Readiness in peacetime and combat
4. Awareness and resulting perception of Army Family Program
5. Utilization and resulting performance of Army Family Program
6. Customer satisfaction and resulting perception
7. Tertiary benefits to society

# **ARMY SCIENCE BOARD**

**REPORT OF THE AD HOC SUBGROUP**

**ON**

## **THE ARMY COMMUNITY AND THEIR FAMILIES**

**MAY 1989**

**APPENDIX E**  
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**ARMY SCIENCE BOARD**

**REPORT OF THE AD HOC SUBGROUP**

**ON**

**THE ARMY COMMUNITY AND THEIR FAMILIES**

**MAY 1989**

**APPENDIX F**  
**GLOSSARY OF TERMS AND ABBREVIATIONS**

## GLOSSARY

<u>ACRONYM</u>	<u>TITLE</u>
ACS	Army Community Services
AERF	Army Emergency Relief Fund
AFAP	Army Family Action Plan
ASAF	Annual Survey of Army Families
ARI	Army Research Institute
ASB	Army Science Board
AWOL	Absent Without Leave
OCC	Community Counseling Center
CDS	Child Development Services
CFSC	U. S. Army Community and Family Support Center
CHAMPUS	Civilian Health and Medical Program of the Uniformed Services
COHORT	Cohesion, Operational Readiness Training
CONUS	Continental United States
CSA	Chief of Staff, Army
DA	U.S. Department of the Army
DCS PER	Deputy Chief of Staff for Personnel
DOD	U. S. Department of Defense
DODDS	U. S. Department of Defense Dependent Schools
DPCA	Director of Personnel and Community Activities
EFM	Exceptional Family Member
EFMP	Exceptional Family Member Program
FSG	Family Support Group
GOSC	General Officer Steering Committee
GRIP	Guaranteed Rental Housing Program
MACOM	Major Army Command
MOS	Military Occupational Specialty
MMR	Morale, Welfare and Recreation
NCO	Noncommissioned Officer
NEO	Noncombatant Evacuation Operation
OCONUS	Outside Continental United States
ODCS PER	Office, Deputy Chief of Staff for Personnel
PCS	Permanent Change of Station
POI	Program of Instruction
PRIMUS	Primary Care for Uniformed Services
QOL	Quality of Life
RAP	Relocation Assistance Program

## GLOSSARY (Cont'd)

<u>ACRONYM</u>	<u>TITLE</u>
RET	Relationship Effectiveness Training
ROI	Return on Investment
SAC	School Advisory Council
TAACOM	Theater Army Area Command
TDY	Temporary Duty
TLA	Temporary Living Allowance
USAREUR	U. S. Army Europe
USMC	U. S. Marine Corps
USMCA	U. S. Military Community Activity
WRAIR	Walter Reed Army Institute of Research

# **ARMY SCIENCE BOARD**

**REPORT OF THE AD HOC SUBGROUP**

**ON**

## **THE ARMY COMMUNITY AND THEIR FAMILIES**

**MAY 1989**

**APPENDIX G**  
**DISTRIBUTION LIST**

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